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Revised estimates relating to the programme budget for the biennium 2008-2009 under sections 3, 17, 18, 20, 21, 27, 28C, 28D, 28E, 28F, 28G, 33 and 35 related to business continuity management

Report of the Secretary-General

Summary

The present report is submitted pursuant to paragraph 2, section VII, of its resolution 62/238, in which the General Assembly requested the Secretary-General to submit to it at its sixty-third session a comprehensive report on business continuity, including in the event of a pandemic, that is complementary to and compatible with the wider enterprise resource planning and information and communications technology reform, and to include information on the status of implementation of measures taken in that regard.

The United Nations faces new risks that were not present 10 years ago. Its size and level of complexity make the Organization highly vulnerable to potentially serious disruptions of critical business processes across its various locations. If they remain unattended, these risks could have dire consequences for the Organization's operations and the constituencies it serves. It is imperative, therefore, that the Organization be prepared to continue its critical operations at all times, including when facing serious incidents or interruptions.

The present report proposes the implementation of business continuity management in all offices of the United Nations Secretariat, including offices away from Headquarters and regional commissions. It also identifies the links with ongoing reform initiatives, in particular the enterprise risk management and internal control framework and the information and communication strategy for the United Nations Secretariat.

The action required of the General Assembly is set out in chapter X of the report.

* A/63/150 and Corr.1.

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I. Introduction

1. The emergence of a virulent strain of avian influenza known as A(H5N1) put the world on alert for a new human influenza pandemic and triggered United Nations preparedness actions. In September 2005 a United Nations System Influenza Coordinator was appointed to develop and implement a comprehensive and unified strategy for the United Nations system globally on pandemic influenza prevention, preparedness and response, and to improve efforts to control avian influenza.

2. During the first months of 2006, in order to ensure the preparedness of the Secretariat and the funds, programmes and liaison offices in New York, the Office of the New York Influenza Pandemic Coordinator was created. Given the characteristics of the potential impact of a pandemic (protracted nature, long duration, societal impact and staff absenteeism) the need to look at business continuity was acknowledged by the Organization and a small Business Continuity Management Unit was established following a decision made by the Senior Emergency Policy Team during the first quarter of 2007. The Business Continuity Management Unit was located within the Office of Central Support Services, Department of Management, and was tasked to ensure the viability of business continuity planning of the United Nations Secretariat, offices away from Headquarters and regional commissions in case of a pandemic and other emergency situations, and for coordinating business continuity planning with the United Nations organizations located in New York.

3. The funding for the initial activities was accommodated under the discretionary authority granted to the Secretary-General in resolution 60/283, following which a report (A/62/328) was submitted to the General Assembly presenting revised estimates relating to the proposed programme budget for the biennium 2008-2009 under section 17, Economic and social development in Africa, section 20, Economic and social development in Latin America and the Caribbean, section 21, Economic and social development in Western Asia, section 27, Public information, section 28C, Office of Human Resources Management, section 28E, Administration, Geneva, section 28F, Administration, Vienna and section 28G, Administration, Nairobi, to ensure operational preparedness and business continuity in a protracted human influenza pandemic crisis at Headquarters, offices away from Headquarters and regional commissions.

4. Having considered the report of the Secretary-General (A/62/328), the Advisory Committee on Administrative and Budgetary Questions noted in its report (A/62/7/Add.2) that a number of initiatives were being undertaken by the Secretariat in related areas and that a comprehensive review of business continuity requirements should be carried out, covering all areas, including those related to the human influenza pandemic, as well as those related to disaster recovery and business continuity in the area of information technology described in the report of the Secretary-General on the question (A/62/477).

5. The General Assembly, having considered proposals of the Secretary-General and the report thereon of the Advisory Committee took note of the report of the Secretary-General and requested a comprehensive report on business continuity, including in the event of a pandemic, that is complementary to and compatible with

the wider enterprise resource planning and information and communication technology reform to be submitted at the sixty-third session of the Assembly.

II. Background

6. Many human lives are dependent upon the ability of the United Nations to discharge its mandates effectively. Interruption of its operations can have dire consequences for the Organization's operations and its constituencies. Consequently, it is imperative that the Organization be prepared to continue its critical operations at all times, including when facing critical incidents or interruptions that can result from a number of accidental, malicious or environmental events such as: (a) terrorist attacks; (b) sudden-onset disasters (e.g., flooding, earthquakes, hurricanes); (c) fire; (d) power outages; (e) armed conflict/civil unrest; (f) organized or deliberate disruptions; (g) system and/or equipment failures; (h) human error.

7. The nature of risks faced by the United Nations has changed in the past decade owing in part to climate change, globalization, the current geo-political order, and a growing dependency on highly technological systems. Recent emergencies, including localized sudden-onset disasters, technological failures and military or terrorist-related incidents have increased the need to strengthen business continuity management programmes beyond existing crisis management plans and disaster management activities. In the current environment, it is imperative that not only the essential operations of the Organization be continued when faced with a serious event, but that the risks themselves, and potential losses, be minimized through the mainstreaming of enterprise risk management practices within the strategy of the Organization.

8. In terms of risks, contemporary society faces conditions that can be qualified as exceptional: the threat of transnational networks of terrorist groups that have global reach and make common cause to pose a universal threat and can make even the most powerful nations feel vulnerable. As mentioned in the June 2008 report of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, entitled "Towards a Culture of Security and Accountability", "the explicit targeting of the United Nations by terrorist groups represents a sea-change among the threats the Organization faces at present and will continue to face in the foreseeable future" (para. 60). The events of 11 September 2001 in the United States of America and the attacks on the United Nations facilities in Iraq in 2003 and in Algeria in 2007 underscore the need to change the way the United Nations thinks about business interruption risks.

9. These and other risks are among a continually challenging profile of risks that have financial implications as well as a strategic and operational impact. The varied nature of threats faced by the Organization determines the need for a multi-hazards approach to business continuity management.

10. Business continuity management is an important business practice and should constitute one of the elements supporting the delivery of United Nations mandates, including ensuring health, safety and security of its staff. Business continuity management is fundamental to reducing organizational risk and loss of reputation in case of business interruptions.

11. On the basis of the pandemic preparedness planning process and the mission-critical functions decided upon by the Crisis Operations Group, the United Nations Secretariat agreed on the following overarching critical organizational functions that need to be maintained at all times:

- Protecting staff and physical assets
- Enabling the work of the Security Council and the General Assembly
- Enabling the work of the Secretary-General
- Making operational and policy decisions (e.g., for peacekeeping and humanitarian operations)
- Ability to communicate internally and externally (with other organizations and with governments)
- Ability to make important financial transactions.

12. The scope of the present report applies to all offices of the United Nations Secretariat, including offices away from Headquarters and regional commissions and to any situation that may affect the Organization which could result in the interruption of business processes due to:

- Loss of staff
- Interruption of mission-critical systems
- Denial of access to or loss of buildings
- Loss of vital records
- Loss of vendors' services.

13. Departments that manage large field operations and have an international presence — Department of Peacekeeping Operations, Department of Field Support and Office for the Coordination of Humanitarian Affairs — need to make the necessary institutional arrangements to ensure that the Organization's overall strategy on business continuity management is undertaken in all field locations.

14. The Business Continuity Management Unit will lead the business continuity effort, provide guidance and help to ensure internal coherence and coordination among the various organizational units. A Secretariat-wide standard planning methodology will be developed and promoted in close cooperation with the New York-based funds and programmes and the offices away from Headquarters.

III. Business continuity management

A. Definition of business continuity management

15. Business continuity management may be defined as a holistic management process that identifies potential impacts threatening an organization. It provides a framework for building resilience and the capability for an effective response that safeguards the interest of its key stakeholders, reputation, brand and value-creating

activities.[1] In short, business continuity management is a management process that strengthens an organization's ability to respond to risks and to maintain continuity of critical business processes at a minimum agreed level following disruptive events. Disruptive incidents can have catastrophic effects and their sources are multiple. They can be natural events, technological, industrial or public infrastructure events, or civil and political events.

B. Why implement business continuity management?

16. The United Nations with its broad mandates has a responsibility to continue delivering essential services. However, the Organization is constantly at risk of disruptions due to information technology systems failure, natural hazards, civil strife or other threats. Implementing business continuity management will ensure that the impact of such disruptive events on the Organization will be minimized, and that it will recover from a potential interruption of business more easily. It will further ensure that business continuity activities are conducted in a planned and systematic way within the Organization. Business continuity management establishes an overall framework, within which the operational continuity capabilities of the Organization can be carried out. Specifically, business continuity management will assist the Organization with:

(a) Maintenance and recovery of critical business processes after a disruptive event;

(b) Keeping the impact of disruptive events on day-to-day business to a minimum;

(c) Protection of the reputation of the Organization through continuity of services that the United Nations is expected to deliver under all circumstances.

17. In summary, business continuity management identifies those overarching organizational functions on which an organization depends for its operations and identifies how these functions can be continued. Business continuity management enables an organization to implement and plan for mitigating activities, necessary to protect its staff, premises, technology, vital records and stakeholder reputation before a serious disruptive event occurs.

C. Evolution of business continuity management in the global industry

18. In the 1980s, information technology departments of businesses in the private sector started to develop disaster recovery planning. The main focus of disaster recovery was on the recovery and restoration of critical data following disruptive events. During the 1990s, several events involving terrorist acts, such as the Bishopsgate bombing in London (1993) and the sarin gas attack on the Tokyo metro (1995), pressured the private sector to engage further in disaster preparedness. These events highlighted the fact that the potential loss of data was only a portion of the risk that needed to be addressed. Businesses now had to prepare for potential

[1] See BS25999-1, British Standards Institution, "Code of practice for business continuity management".

loss of personnel, office premises and revenue. Business continuity management evolved as a discipline from disaster recovery planning to address not only disaster recovery, but also continuation of critical business functions.

1. Business continuity management in the private sector today

19. Over the past few years, major disruptive events, such as the terrorist attack of 11 September 2001 in the United States of America, the bombings of 7 July 2005 in London, and increasingly extreme weather conditions, have led to an increase in business continuity management and a more rigorous and robust planning in the private sector to address problems of wider geographic scope and longer duration than those previously addressed. In response to a recent survey (January 2008), 47 per cent of managers of companies reported that their organization had a specific business continuity plan. The use of business continuity plans, however, seemed to vary widely between industry sectors; while 89 per cent of managers in the finance and insurance sector and 83 per cent in the utilities sector reported that they had business continuity plans, only 43 per cent of managers in the service sector and 33 per cent in the information technology sector so reported.[2] Besides the increase in the need for business continuity management through a changing environment, the decision to implement business continuity management is often also forced upon private sector organizations, for example, via government legislation, insurance requirements, or the threat of litigation by third parties, making managers personally responsible to take action. The private sector generally follows business continuity standards, such as the ISO 27002[3] and the BS25999[4] when adopting enterprise-wide business continuity management. Based on these standards, private sector industries are expected to continually maintain their ability to recover and resume critical business functions in a timely manner, and routinely test their business continuity management arrangements. Additional industry practices include integration of business continuity planning into every business decision, incorporation of business continuity management responsibilities in personnel evaluations, implementation of a business continuity management team, and performance of regular audits and tests of the business continuity plan. Private sector organizations currently agree that implementing business continuity management can have many benefits, such as obtaining a deep understanding of the organization, managing operation disruption as and when it happens, and enhancing its reputation as a competent and well-managed organization and its competitive advantage in the aftermath of an incident.

2. Business continuity management in the public sector

20. Also motivated by the above-mentioned crisis events, various Governments around the world have established comprehensive national policies on business continuity (sometimes also referred to as "continuity of operations" in the public sector) as a way to ensure the continuing performance of national essential functions under all conditions, to provide leadership and to enhance public confidence.

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[2] Business Continuity Management 2008, Civil Contingencies Secretariat, United Kingdom Cabinet Office.

[3] International Organization for Standardization ISO 27002 is a code of practice for information security, officially titled "Information technology — security techniques — Code of practice for information security management". It details specific security controls which may be applied to secure information and related assets.

[4] See note 1.

Although the private and public sector differ in goals and functions, the need for continuity of operations has been repeatedly proven, regardless of the organization's size or mission. For that reason, business continuity management should be applied by all organizations. Various countries in Asia, Europe, North America and elsewhere have adopted business continuity management strategies and policies, have developed standards, and have mandated the implementation of business continuity management in all public sector departments and agencies for all functional areas. Those actions have in some cases been spearheaded by the threat of a pandemic influenza that became evident in 2005. Public organizations have also become the advocates and promoters of business continuity management encouraging its implementation by public and private sector organizations as a strategy to build more resilient societies.

D. Elements of business continuity management

21. The central elements of risk management are incident management, including the immediate crisis response, business continuity and disaster recovery. Business continuity is detailed in business continuity plans tailored to the needs of an organization. Business continuity planning entails five main steps:

1. Project initiation and policy establishment;
2. Risk assessment;
3. Business impact analysis;
4. Mitigation strategy development;
5. Plan implementation, testing and maintenance.

Step 1

22. When adopting a business continuity management initiative, the first activity is to agree on the business continuity management policy within the organization and to elicit support from senior management for the project. To aid the endorsement of the project by senior management, a policy statement should be developed and endorsed and should describe the scope, aims and objectives of business continuity management in the organization and the activities that will be undertaken to deliver them.

Step 2

23. Once an organization has agreed on a business continuity management policy, the next step is to undertake a business continuity risk assessment. In the context of business continuity management, a risk assessment of the natural, political, social and technological environment will identify a variety of risks present at a business location that could cause a business interruption and will assess their likelihood of occurrence and impact. By assessing those risks, an organization is able to prioritize its risk mitigation activities and to focus resources in the right areas and in the context of the organization's mandate. The business continuity risk assessment would occur within the broader framework of enterprise risk management and will be developed through a consultative process, taking into account the risk assessments undertaken in other areas of the Secretariat, such as security or

information technology. Additional risk assessments may be undertaken to fill any gaps in terms of scope or detail. The associate risks are rated and ranked based upon their likelihood and impact, following the practices of the enterprise risk management framework of the organization.

Step 3

24. A business impact analysis identifies the urgency of each business process by assessing the impact over time of interruption, using a number of impact indicators. The aim of the analysis is to identify critical business processes where interruptions could have costly or otherwise damaging implications for the organization and where the continuation of business processes would therefore be given high priority when risks are realized. A thorough business impact analysis will be carried out with only the most operative departments of the Organization, such as finance, human resources, facilities and procurement. Other sections of the Organization will also need to identify their critical business processes, but will not have to link them with detailed tangible and intangible impact indicators.

Step 4

25. After the identification of critical business processes that need to be recovered in case of a disruptive event, an organization should consider developing appropriate strategies for the continuation of those critical processes. When deciding on the most appropriate strategies, factors, such as the maximum tolerable length of disruption of the critical process, and the costs of the implementation of the strategy need to be considered. In general, there are four main mitigation strategies: workarounds (i.e., manual methods or use of alternative systems); devolution or transfer of business processes; telecommuting; and establishment of an alternative office site. Depending on the type of risks faced, mitigation strategies might differ.

Step 5

26. In this final stage of the business continuity management process, the focus lies on the development and implementation of appropriate business continuity plans to ensure that critical business processes can continue in the case of an interruption and that managers and staff are well prepared and trained to respond to business risk scenarios. There is a need to train those responsible for implementing business continuity management, those responsible for acting in the event of disruption and those who will be impacted by the plan. While the training can be delivered in many ways, the staff responsible for implementation of business continuity management may require extensive training, whereas staff members with no direct responsibility may simply need to be made aware of the business continuity management initiative. Training activities will ensure that staff are adequately prepared for events that can be a challenging experience and will also gain their commitment and conviction that they have an important role to play in maintaining the organization's critical functions. This stage is also concerned with testing the business continuity plan to identify potential gaps and weaknesses of the business continuity management strategies. It is not only the responsibility of an organization to put a plan in place, but also to ensure that the plan is reviewed regularly and kept up to date. A plan cannot be considered reliable until it is tested. Testing specific procedures outlined in the business continuity plan requires close coordination between the different organizational departments and premises,

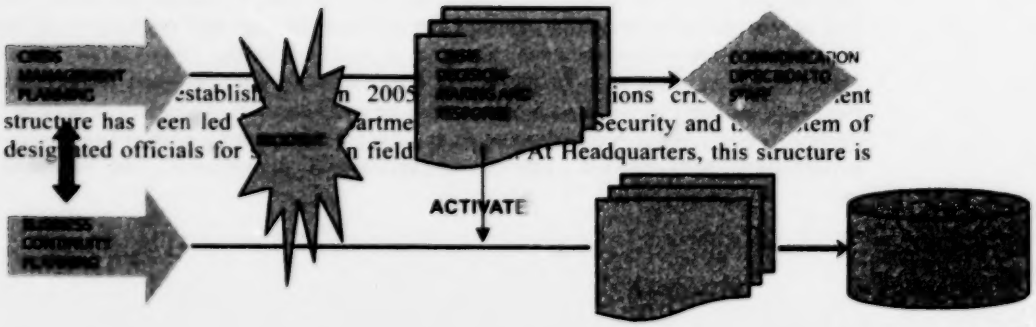
information technology and other support structures. Finally, a maintenance programme for the business continuity plan is put in place at this stage.

27. The key for successful implementation of business continuity management in an organization is embedding it in the organization's corporate culture, which also helps to build confidence with stakeholders in the capability of the organization to effectively respond to serious disruptions.

E. Crisis management and business continuity management

28. Crisis management details an organization's immediate crisis response with the objective of quickly gaining control of a crisis situation. Business continuity describes how business departments of an affected organization go about resuming their business operations. The crisis management plan and business continuity plan differ regarding their scope and the use of scenarios. The crisis management plan deals with incidents that pose threats to the safety and security of an organization's staff and assets and addresses specific types of crises, as the actions needed to manage one type of crisis could be quite different from the actions needed to manage a different type. The principal purpose of the crisis management plan is the preservation of life and property. A business continuity plan, on the other hand, focuses on incidents that cause disruption of an organization's critical business processes and is not based on different scenarios, as it adopts a multi-hazards approach. It details critical activities to be followed in the case of a disruptive event with the aim of stabilizing and continuing the organization's critical business functions.

29. The graphic below demonstrates the activation of the crisis management response and business continuity on a timeline. After a disruptive event, the crisis management response is activated first and takes care of the most important aspects of staff safety and protection of organizational assets. After the initial crisis response, a decision is made on the activation of the business continuity plan. If an event is expected to disrupt the organization's critical functions for a certain time, the business continuity plan will be activated to ensure maintenance of those critical functions.



led by the Senior Emergency Policy Team, chaired by the Chef de Cabinet at the policymaking level and the Crisis Operations Group, chaired by the Under-Secretary-General for Safety and Security, at the operational level. The terms of reference of the Senior Emergency Policy Team and Crisis Operations Group are contained in annexes I and II, respectively. In case of a crisis, the Crisis Operations Group will activate the crisis management plan to provide an adequate response and protect the staff and assets of the Organization. If the scope of the crisis causes serious disruption of operations, the Crisis Operations Group, in consultation with the Senior Emergency Policy Team, will invoke the activation of the business continuity plan.

F. Business continuity management in the United Nations system

31. For many years, business continuity was considered only superficially by the United Nations system. However, together with mounting interest in the public and private sector, the interest in business continuity management also grew within the United Nations, particularly in the areas of safety and security, information technology and facilities management. Several United Nations system agencies have adopted business continuity management and have endorsed policy statements. Relevant private sector companies have cooperated with some of the organizations in the United Nations system. The World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA), for example, have started to engage with different institutions from the banking sector to help them to develop a multi-hazards business continuity management methodology. The Board of Governors of the World Bank approved the implementation of a business continuity programme as early as December 2002 and has since conducted a risk assessment and a business impact analysis (by external consultants) and implemented business continuity plans. WFP and UNICEF have finalized development of robust business continuity plans (including risk assessment and business impact analysis) for their headquarters locations. Recently, UNICEF, UNDP and WFP have joined forces in a global roll-out of business continuity management in the form of workshops, seeking to implement business continuity plans in all their country offices. UNFPA is working on the implementation of business continuity management at its headquarters. The business continuity management methodology used by the United Nations agencies is constantly evolving, based on lessons learned. More and more bodies in the United Nations system are voicing interest in adopting business continuity management and are approaching those agencies that are early implementers of the initiative.

G. Business continuity management at New York Headquarters, offices away from Headquarters and regional commissions

32. A small Business Continuity Management Unit was established in 2007 following a decision made by the Senior Emergency Policy Team, in order to ensure the viability of business continuity planning of the United Nations Secretariat, offices away from Headquarters and regional commissions, and for coordinating a common approach with the United Nations organizations located in New York. The funding of the Business Continuity Management Unit and the initial business

continuity management-related activities at Headquarters and offices away from Headquarters during 2007 was accommodated under the discretionary authority granted to the Secretary-General in General Assembly resolution 60/283. As no appropriations were approved for business continuity management-related activities for the biennium 2008-2009, the same funding arrangement was applied to accommodate the 2008 business continuity management-related requirements. The Business Continuity Management Unit resides within the Department of Management and is leading the business continuity management initiative in the United Nations Secretariat (see annex IV for the proposed organizational structure and staffing distribution). It is also responsible for the provision of guidance towards implementation of business continuity management at offices away from Headquarters and regional commissions, and coordinating with the New York-based funds and programmes. On the basis of information already provided through the pandemic preparedness process at Headquarters, the Business Continuity Management Unit is working closely with all departments of the Secretariat to develop business continuity plans. At the end of 2007, the Unit organized two workshops on business continuity management, covering all departments of the Secretariat, and including subject matter experts from the New York-based funds and programmes. Currently, the Unit is working closely with several departments on the implementation of business continuity management, facilitating interactive sessions where departments are able to identify their critical business processes and also guiding them through the other steps of business continuity management with the help of an information-gathering template.

33. Apart from Headquarters, the Business Continuity Management Unit is supporting business continuity management initiatives in offices away from Headquarters and regional commissions. It has facilitated the participation of staff from offices away from Headquarters and regional commissions in the UNICEF/UNDP global training roll-out on business continuity planning. This has afforded a selected number of administrative, information technology and security officers the opportunity to familiarize themselves with the business continuity planning methodology and thus provide support to their duty stations. The Business Continuity Management Unit is in continuous contact with offices away from Headquarters and regional commissions through teleconferences and other means and, above all, provides technical feedback for the development and implementation of business continuity plans.

IV. Relationship with ongoing reform initiatives

A. Enterprise risk management

34. An important aspect of managing an organization's overall risk, including its continuation as an ongoing concern, is its ability to effectively address business continuity and disaster recovery, particularly with respect to those business processes that are critical to the successful achievement of the organization's business objectives. The enterprise risk management and internal control framework as described in the report of the Secretary-General (A/62/701 and Corr.1 and Add.1) provides the overarching risk management framework and principles for the Organization. The report sets out the concept of an integrated framework for enterprise risk management and internal control that takes a systematic and holistic

approach to proactively identify, assess, evaluate, prioritize, manage and control risk across the Organization in order to increase the likelihood of achieving objectives.

35. Risk management and controls need to be aligned with the Organization's mandates and objectives and their underlying functions and activities throughout the Secretariat. This allows for systematic embedding of risk management into the decision-making processes and operations of the Organization. By applying a system for managing risk on an enterprise-wide basis, the Secretariat will be able to determine locally and globally which risks require remedy and the best way to mitigate them. In this context, business continuity management addresses continuity-related risks to which the Organization is vulnerable, and defines mitigation strategies and recovery objectives for critical business processes. Consequently, business continuity management would be undertaken within the proposed single integrated framework for risk management and internal control, and its efforts coordinated with the enterprise risk management framework within the Organization.

36. These risk management efforts will be articulated with the work done by the Department of Safety and Security regarding the assessment and management of safety and security risks for which a specific security risk model is applied.

B. Information and communications technology reform strategy and disaster recovery and business continuity for information technology

37. The report of the Secretary-General on information and communications technology security, disaster recovery and business continuity for the United Nations (A/62/477) covers the information technology component of disaster recovery and business continuity, except for the establishment of telecommuting capabilities, which was part of the report of the Secretary-General to ensure operational preparedness and business continuity in a protracted human influenza pandemic crisis (A/62/328).

38. The report of the Secretary-General on information and communications technology (A/62/477) proposes: (a) to put in place two major and centralized data centres, in the United Nations Logistics Base at Brindisi, Italy, and at a proposed secondary site; and (b) to transfer the current United Nations Headquarters data centre in the DC-2 Building to a facility in Long Island City. In other words, the report relates to the human resources, infrastructure and assets required to facilitate continuous telecommunications and safeguard the Organization's data to facilitate continuity of mission-critical operations.

39. In contrast, the present report of the Secretary-General on business continuity management focuses on the identification of business functions and processes of the various organizational units on which the Organization depends for carrying out its mandates and the identification of ways in which they can be resumed if interrupted. It also proposes the implementation and planning of mitigation activities to keep the impact of disruptive events to a minimum and protect the reputation of the Organization.

40. Continuity of operations cannot be guaranteed if the staff, facilities, vendors and support systems on which the Organization depends to perform its critical

business processes are not available. Given the heavy reliance of the modern work environment on information and communications technology, support systems are of particular importance to business continuity and are being treated individually. Information and telecommunications systems need to have the right technology and have the level of redundancy, resiliency and data safety that modern organizations require to ensure continuity of operations, including the possibility of offering telecommuting capabilities should access to facilities not be possible during any given period. The Business Continuity Management Unit will collaborate and coordinate closely with the Office of Information and Communications Technology to ensure that the disaster recovery and business continuity plan for information and communications technology meets the needs of the Organization and that technological interdependencies of mission-critical applications are adequate.

41. Given the complementarities and the close linkages between disaster recovery for information technology and business continuity management, the Secretariat has taken all the necessary steps to avoid any duplication or overlap between the two reports. Specifically, all budgetary requirements included in the present report that are related to information and communications technology have been reviewed by the relevant offices to ensure that the same requirements have not been put forward for consideration elsewhere.

42. The structure and strategy proposed in the report of the Secretary-General on information and communications strategy for the United Nations Secretariat (A/62/793 and Corr.1 and Add.1) constitute the backbone of the Organization's information technology systems and will ensure the continued operation of the global Secretariat during disasters or other organizational interruptions, specifically with regard to the information and communications technology aspects of business continuity and disaster recovery.

43. All the other elements of business continuity, as they relate to staff, facilities, vendors, telecommuting and other support systems, are covered in the present report. A strong functional relationship between the different elements of business continuity planning will be established as indicated in annex III. That will permit the identification of mutual dependencies and ensure that they are well articulated and adequately addressed.

C. Enterprise resource planning, customer relationship management and enterprise content management

44. A modern enterprise resource planning system will have a positive impact on the effectiveness of mitigation strategies for business continuity by ensuring higher reliability in automation and telecommunication capacity. The enterprise resource planning system proposed by the Secretary-General in his report on information and communications technology (A/62/510/Rev.1) will streamline and simplify processes by introducing global enterprise systems that are more efficient, flexible and rational, making it easier for the Organization to continue operations and restore the systems in case of serious disruption.

45. While globalization and consolidation of enterprise systems provide major business benefits, they also increase the challenge of maintaining high availability as any failure of the centralized infrastructure can have serious consequences. For example, failure of a wide area network link of an office can be equal to a total

outage, and the failure of a main data centre can lead to significant downtime. All key components for centralized applications must be designed for high availability, including redundancy of critical subsystems. This model has been clearly outlined in the report of the Secretary-General on disaster recovery and business continuity for information technology (A/62/477) with the proposal to create redundancy between the United Nations Logistic Base at Brindisi and a remote secondary active telecommunication facility (site B), as well as an optimized network able to support a high volume of traffic, provide redundancy in case of failure of the main link and handle sudden peaks in demand for remote access in case of a disaster.

46. By reducing the average time required for administrative processes, streamlining and integrating business processes, making them simpler, using greater automation, and bringing uniformity and compatibility, the transference of business processes from one location to another in case of business interruption or catastrophic loss will be facilitated. That, in turn, will reduce costs to the Organization and make the process of restoring critical support systems much faster.

47. Likewise, the enterprise content management system will make it possible for the Organization to safely store vital records for business continuity purposes and to reliably provide access to this documentation and information from any location. The migration of current systems to an enterprise content management platform will be prioritized based on the criticality of business continuity, among other factors.

48. The customer relationship management system will streamline, standardize and automate administrative processes, improving the quality and cost-effectiveness of services provided to end-users. The utilization of one central customer relationship management system throughout the Organization will make it easier to transfer business processes from one location to another in case of business interruptions. Collaboration applications included as part of these systems will provide a highly flexible environment enabling people to work closely and share knowledge towards common goals, deliverables and outcomes — both within the enterprise and beyond. The collaboration tools will allow teams to plan, collaborate, strategize, and make informed decisions.

D. Capital Master Plan

49. The level of complexity of the Capital Master Plan will definitively put the Organization's business continuity management system to the test and will help to raise the awareness of staff regarding the need to have business continuity plans in place. The implementation of telecommuting capabilities as part of the pandemic preparedness efforts will prove its usefulness should any unforeseen delays occur during the move of staff to swing space as it will allow relevant staff to continue critical operations from any location where a computer and Internet access are available. In addition, as departments will have identified their critical business processes as part of the implementation of business continuity management prior to the move, starting at the end of 2008, they will be better prepared to anticipate problems and mitigate the impact of the Capital Master Plan on their day-to-day activities. Close collaboration between the Business Continuity Management Unit and the Capital Master Plan will be critical for ensuring continuity of operations throughout its implementation.

V. Progress to date

50. In order to ensure the viability of the business continuity planning of the United Nations Secretariat, offices away from Headquarters and regional commissions, and to coordinate a common approach with the United Nations organizations located in New York, the Business Continuity Management Unit (see also para. 32 above), which was established during the second quarter of 2007 following a decision made by the Senior Emergency Policy Team, resides within the Department of Management. It currently consists of three temporary positions: Chief of the Unit; Business Continuity Management Specialist; and Administrative Assistant, funded under the Secretary-General's limited discretionary authority under General Assembly resolution 60/283.

51. The approach adopted by the Secretariat follows the five steps of the business continuity planning process as described in paragraph 21 of the present report: step 1. project initiation and policy establishment; step 2. risk assessment; step 3. business impact analysis; step 4. mitigation strategy development; step 5. plan implementation, testing and maintenance.

52. Regarding step 1, a policy statement on business continuity management was adopted by the Senior Emergency Policy Team at its meeting of 31 January 2008. It describes the aim of a Secretariat-wide business continuity planning process, its scope and way forward.

53. Based on initial work carried out by the different departments, offices away from Headquarters and regional commissions under the framework of pandemic preparedness planning, the Secretariat has been working closely and supporting, through the Business Continuity Management Unit, the improvement and finalization of business continuity plans at the required level. That work includes the development of a business continuity risk assessment (step 2), a business impact analysis for substantive organizational units in New York (step 3), and the development of mitigation strategies (step 4). In addition, various investments made by the Organization around the pandemic preparedness efforts, e.g., the implementation of telecommuting capabilities and the purchase of a web-based videoconferencing application, have equipped the Organization with some of the tools needed to strengthen its capacity to effectively face any potential threat. However, this capacity is still limited to the Headquarters level and also needs to be implemented uniformly at all offices away from Headquarters and regional commissions.

54. Business continuity management is a well-coordinated initiative in the Secretariat and New York-based funds and programmes. In March 2008, a Technical Working Group on Business Continuity Management was established. The Group includes business continuity focal points from New York-based funds and programmes, the Business Continuity Management Unit and other relevant Secretariat departments, to provide a forum to discuss approaches to business continuity management. One aim of the Working Group is to develop guidelines for a standardized multi-hazards approach to business continuity management at United Nations Headquarters. The Business Continuity Management Unit recently developed a working draft business continuity plan template, using a template developed by UNICEF and employed in the global UNICEF/UNDP business continuity management roll-out, as well as integrating aspects of the UNFPA

business continuity management template. Following the endorsement of the template through the Technical Working Group on Business Continuity Management, UNICEF and UNDP are now using the same draft template in their global roll-out. Furthermore, the Secretariat and New York-based funds and programmes are coordinating the conduct of business continuity management-related simulation exercises in order to test and maintain the plans (step 5 of the business continuity planning process).

55. In February 2008, upon request by the United Nations Office at Nairobi, the Secretariat organized a Business Continuity Management Unit mission that provided immediate support for the implementation of business continuity management, as the need for a thorough business continuity plan was highlighted by the events related to civil strife that disrupted their everyday business routines. Work progressed with the United Nations Office at Nairobi, the United Nations Environmental Programme (UNEP), and UN-Habitat. As a result, the United Nations Office at Nairobi implemented a draft version of a business continuity plan and UNEP and UN-Habitat began their business continuity management planning process. The mission also provided an opportunity to test the applicability of business continuity plan templates, revise the UNICEF template, and integrate best practice of the UNFPA approach. Similar missions were organized in May 2008 to support the implementation of business continuity management in the Economic Commission for Africa, in Addis Ababa, and the Economic Commission for Latin America and the Caribbean, in Santiago. Further missions are planned for 2009 to support other offices away from Headquarters and regional commissions. Meanwhile, technical support is provided via teleconferencing and e-mail.

56. Specifically, in the area of pandemic preparedness, progress has been made in various areas. Most of the activities mentioned below were implemented through the use of the Secretary-General's limited discretionary authority during 2007 and 2008.

(a) Headquarters

(i) The Standing Pandemic Preparedness Working Group was established in November 2007 to oversee the implementation of the pandemic preparedness plan for the United Nations system in New York. Since then, the Working Group has been meeting every quarter.

(ii) Telecommuting capability for 1,000 critical staff is being installed in New York and will be operational by the end of 2008.

(iii) Procurement of sufficient stocks of antiviral and other medication for treatment and prophylaxis based on the recommendation made by the United Nations Medical Directors was completed at Headquarters.

(iv) The United Nations Medical Directors influenza pandemic guidelines were updated.

(v) An internal communication strategy relating to pandemic influenza has been developed. This includes an awareness campaign through website/ Intranet, brochures, posters and staff briefings.

(vi) Pandemic-related training has been provided to United Nations psychosocial support networks (Staff Outreach Support (SOS) Providers, United Nations Staff Counsellor's Office).

(vii) A pandemic preparedness plan was developed.

(viii) A simulation exercise for Headquarters has been organized for the fourth quarter of 2008.

(b) United Nations Office at Geneva

(i) The United Nations Office at Geneva participated in two pandemic influenza simulation exercises conducted in 2008.

(ii) Citrix access to desktop from remote locations accessible to 250 staff members is currently being implemented and will be fully operational by the end of 2008.

(iii) Facility for short message service (SMS) warnings to all staff has been contracted and an emergency contact database has been established.

(iv) Interaction with other Geneva-based international organizations is ongoing, allowing for coordinated negotiations with relevant host and neighbouring country authorities.

(v) Non-medical supplies, including additional telecommunications equipment, beds, bedding, etc., have been procured.

(c) United Nations Office at Vienna

(i) The Vienna influenza pandemic plan was developed and externally reviewed by a professor of public health and an adviser from the Government of Austria.

(ii) Procurement of sufficient stocks of antiviral medication for treatment and prophylaxis based on the recommendation made by the United Nations Medical Directors was completed in Vienna, as well as procurement of stocks of protective equipment, masks, etc. Discussions were held with the officials of the Austrian Ministry of Health to ensure priority provision for United Nations staff members when a vaccine becomes available.

(iii) Telecommuting capacity expanded to 900 staff members at Headquarters and United Nations Office on Drugs and Crime field offices. Increased capability was achieved to enable system administrators to perform a wider variety of administrative functions and respond to technical problems in a timely fashion from remote locations.

(iv) Pandemic-related training has been provided for Vienna International Centre Medical Service staff.

(v) Pandemic-related information and links on the Vienna International Centre Medical Service website has been provided.

(d) United Nations Office at Nairobi

(i) A Pandemic Preparedness Team has been established and meets regularly to review status-of-preparedness activities. A Project Officer has been on board since December 2007 to lead the team. The pandemic preparedness plan is being adjusted to incorporate new guidelines and recommendations.

(ii) A dedicated facility for storage of medical and non-medical supplies for emergency/pandemic preparedness has been inaugurated and also houses the Pandemic Preparedness Unit.

(iii) The medical supplies required are being procured, antibiotics have already arrived and personal protective equipment, Tamiflu, body bags, surgical masks, needles and syringes are due to arrive in October 2008. The procurement was facilitated through UNICEF.

(iv) Non-medical supplies, such as office equipment, communication equipment and other supplies for emergency/pandemic preparedness (food, bedding, water and sanitation supplies), have also been procured in accordance with the budget plan.

(v) Interaction with United Nations colleagues responsible for preparedness measures and the Government of Kenya (National Task Force on Avian Influenza) has been ongoing.

(vi) Work is ongoing on the revision and improvement of an internal communication strategy relating to avian and human influenza (situation, prevention, preparedness). This includes a refreshed awareness campaign through website/Intranet, brochures, posters and staff briefings. Additionally, a survey is currently being undertaken to assess the level of awareness/ preparedness of United Nations staff in general.

(vii) Telecommuting capacity for 100 critical staff is being implemented.

(e) Economic Commission for Africa

(i) A pandemic preparedness plan for ECA has been developed.

(ii) Procurement of sufficient stocks of antiviral and other medications/ supplies for treatment and prophylaxis based on the recommendation made by the United Nations Medical Directors was completed.

(iii) An avian influenza focal point is being recruited to coordinate pandemic preparedness activities.

(f) Economic and Social Commission for Western Asia

(i) The Crisis Management Team Pandemic Preparedness Working Group was renominated in November 2007 to oversee the implementation of the pandemic preparedness plan for the United Nations system in Beirut. Since then, the Working Group has been meeting regularly.

(ii) The Pandemic Preparedness Plan was developed and updated according to United Nations Medical Directors influenza pandemic guidelines.

(iii) Procurement of sufficient stocks of antiviral and other medications/ supplies, including personal protective equipment for treatment and prophylaxis based on the recommendation made by the United Nations Medical Directors was completed.

(iv) Pandemic influenza awareness-raising sessions for staff were organized and will continue to be conducted on a yearly basis.

(v) Pandemic-related training has been provided to United Nations psychosocial support networks (Peer Helpers/SOS Providers, United Nations Staff Counsellor, critical staff members and members of the Crisis Management Team).

(vi) Telecommuting capacity for 110 critical staff is being implemented.

(g) Economic and Social Commission for Asia and the Pacific

(i) Telecommuting capability (tokens and Citrix licences) for 25 critical staff were purchased and installed.

(ii) A pandemic preparedness plan for Thailand has been developed.

(iii) A simulation exercise for Thailand was developed and conducted in the fourth quarter of 2007.

(iv) A Pandemic Response Team has been created, comprising 1 Medical Officer, 1 Nurse and 32 Security Officers.

(v) The Medical Officer has been reviewing and updating the contingency plan for Thailand as part of the Disaster Management Team, which meets regularly and oversees the implementation of the contingency plan.

(vi) United Nations Medical Directors influenza pandemic guidelines were prepared and are being updated as necessary.

(vii) Sufficient stock of antiviral and other medication for treatment and prophylaxis based on the recommendations made by the United Nations Medical Directors has been purchased.

(viii) Sufficient stock of personal protective equipment has been purchased for critical staff whose work involves high-risk exposure.

(ix) A list of medical doctors and nurses in United Nations agencies in Thailand has been prepared to utilize their services at the onset of a pandemic.

(h) Economic Commission for Latin America and the Caribbean

(i) A pandemic preparedness plan for ECLAC has been developed.

(ii) Procurement of sufficient stocks of antiviral and other medications/ supplies including personal protective equipment for treatment and prophylaxis based on the recommendation made by the United Nations Medical Directors, was completed.

(iii) Emergency communications have been enhanced.

(iv) Most of the critical staff has already been issued telecommuting kits duly equipped with respective software and training.

(v) Pandemic influenza awareness-raising sessions for staff were organized and will continue to be conducted on a yearly basis.

(vi) Back-up generators have been procured.

(vii) Fuel tanks have been refurbished.

(viii) A complete disaster response set, including food rations, cots and survival kits, has been equipped.

VI. Timetable for implementation of business continuity management

57. The proposed implementation of business continuity management will require the establishment of a clear organizational structure that takes into account the necessary links with enterprise risk management, the capital master plan, the information and communications technology strategy and related programmes at Headquarters, a network of business continuity focal points within offices away from Headquarters and regional commissions, and close cooperation with New York-based funds and programmes.

58. Regarding reporting requirements, the status of business continuity planning within the Secretariat would be part of the Organization's report to the Management Committee, the Secretary-General and the General Assembly on the overall state of risk management, control assessment and monitoring activities.

A. Implementation plan

59. Efforts during the course of 2008 will be focused on the development of basic business continuity plans in all the departments, offices away from Headquarters and regional commissions at the required level. Once the plans are completed, inter- and intra-departmental dependencies will be analysed and harmonized with the various departments concerned. From 2009 onwards, these plans will need to be regularly tested, fine-tuned and maintained and the staff involved in their implementation will need to receive adequate training. In addition, there will need to be a review of risk assessments and business impact analysis, and mitigation strategies that are identified during the planning stage will need to be implemented. Since the context in which the Organization operates and the risks it faces are of a dynamic nature, business continuity management needs to be established as a sustainable system.

60. In order to ensure quality control and quality improvement measures, benchmarking against business continuity management systems in place within other comparative organizations will be conducted during the biennium 2010-2011.

B. Training in business continuity management

61. The Organization needs to ensure that business continuity management becomes part of its values and of effective management. Embedding business continuity management within the Organization will require the development of a training programme for managers, business continuity focal points and staff who are responsible for implementing critical business processes in Headquarters, offices away from Headquarters and regional commissions. This training programme will be developed in conjunction with the Office of Human Resources Management, with technical inputs from the Business Continuity Management Unit. It will consist of a series of training workshops and the development of modules for a "train the trainer" programme.

VII. Organizational benefits

62. When fully implemented, the business continuity management strategy will result in significant improvements in the level of readiness of the Secretariat in the delivery of its critical functions when facing a serious disruption, making it possible to continue operations, deliver its mandate and provide services to Member States, staff members and other stakeholders.

63. The functioning of the Business Continuity Management Unit will strengthen the Organization's capacity to continue mission-critical operations in case of major disruptions, mitigating their impact and contributing towards the development of a more resilient Organization.

64. The identification of critical business processes and the development of mitigation strategies to ensure continuity of operations will have a direct impact in the reduction of financial and reputation losses. Recovery from unanticipated business disruptions can have a much higher cost and a negative impact on productivity and levels of efficiency.

VIII. Resource requirements

65. Tables 1 and 2 below summarize all costs associated with the implementation of business continuity management in the United Nations during 2009. They include costs of 12 new posts (1 P-5, 4 P-4, 4 P-3, 1 General Service (Other level), and 2 General Service (local level)) necessary to implement and maintain business continuity management activities, contractual services, equipment, training and general operating expenses.

66. Business continuity management-related requirements proposed to be financed from the programme budget for the biennium 2008-2009 are estimated at $4,692,400. A preliminary review of expenditures for the biennium 2008-2009 leads the Secretariat to assume that it would be possible to accommodate some of those requirements, in an estimated amount of $973,200, from within existing appropriations. Consequently, the net additional requirements would amount to $3,719,200.

67. Bearing in mind that the General Assembly will be considering adjustments to the programme budget for the biennium for 2008-2009 during its deliberations on the budget performance reports, it is proposed at this stage, that these requirements be approved under a commitment authority, to be reported in the context of the second performance report for the biennium 2008-2009.

68. For the biennium 2010-2011, all costs related to business continuity planning will be incorporated in the regular budget planning process. The total cost for the biennium 2010-2011, including the delayed impact, is estimated at $6.5 million.

Table 1
Summary by object of expenditure

Resource requirements for the biennium 2008-2009 (at 2008-2009 rates)

	Resources (thousands of United States dollars)				
Object of expenditure	*Initial appropriation 2008-2009* 1	*Change* 2	*To be met from within existing appropriations* 3	*Net change* 4 = (2 - 3)	*Revised 2008-2009 estimate* 5 = (1 + 4)
Posts	889 138.5	860.6	—	860.6	889 999.1
Other staff costs	243 746.8	53.3	(24.3)	29.0	243 775.8
Consultants and experts	21 354.0	489.0	(142.0)	347.0	21 701.0
Travel of representatives	2 077.4	—	—	—	2 077.4
Travel of staff	27 643.2	117.5	(47.5)	70.0	27 713.2
Contractual services	106 612.2	554.8	(111.6)	443.2	107 055.4
General operating expenses	266 115.1	1 301.6	(373.1)	928.5	267 043.6
Hospitality	474.5	—	—	—	474.5
Supplies and materials	28 940.5	70.6	(31.4)	39.2	28 979.7
Furniture and equipment	58 323.9	1 117.3	(243.3)	874.0	59 197.9
Improvement of premises	5 867.2	—	—	—	5 867.2
Grants and contributions	78 794.7	—	—	—	78 794.7
Other	461 366.0	127.7	—	127.7	461 493.7
Total	**2 190 454.0**	**4 692.4**	**(973.2)**	**3 719.2**	**2 194 173.2**

Table 2
Summary by section

Resource requirements for the biennium 2008-2009 (at 2008-2009 rates)

		Resources (thousands of United States dollars)				
Budget section		*Initial appropriation 2008-2009* 1	*Change* 2	*To be met from within existing appropriations* 3	*Net change* 4 = (2 - 3)	*Revised 2008-2009 estimate* 5 = (1 + 4)
3.	Political affairs	495 609.2	34.0	(34.0)	—	495 609.2
17.	Economic and social development in Africa	119 798.2	613.8	(520.5)	93.3	119 891.5
18.	Economic and social development in Asia and the Pacific	83 926.4	308.0	(308.0)	—	83 926.4
20.	Economic and social development in Latin America and the Caribbean	104 445.0	221.8	—	221.8	104 666.8
21.	Economic and social development in Western Asia	58 107.5	600.5	(26.5)	574.0	58 681.5
27.	Public information	184 000.5	285.0	(31.0)	254.0	184 254.5
28C.	Office of Human Resources Management	70 688.1	132.4	—	132.4	70 820.5
28D.	Office of Central Support Services	236 300.1	1 670.9	—	1 670.9	237 971.0
28E.	Administration, Geneva	112 185.0	142.9	(9.9)	133.0	112 318.0
28F.	Administration, Vienna	39 019.8	234.7	—	234.7	39 254.5
28G.	Administration, Nairobi	27 838.9	277.4	—	277.4	28 116.3
33.	Safety and security	197 169.3	43.3	(43.3)	—	197 169.3
35.	Staff assessment	461 366.0	127.7	—	127.7	461 493.7
Total		**2 190 454.0**	**4 692.4**	**(973.2)**	**3 719.2**	**2 194 173.2**

IX. Conclusions and recommendations

69. As the nature of business continuity risks has changed dramatically in the past few years, the Organization cannot continue to wait to address and manage these risks so that their potential impact can be mitigated. Until recently, the Organization has had a predominately reactive approach and has not taken advantage of preventative control measures. Business continuity management, under the overall framework of enterprise risk management, provides the Organization with the necessary elements to identify critical business functions and processes and determine the right set of mitigation strategies that can ensure minimum disruption and fast recovery of operations, improve the Organization's performance and either prevent or reduce the potential exposure to financial or reputation losses. Business continuity management constitutes a complement of the information and communications strategy and disaster recovery and business continuity for

information technology, and can substantively contribute to supporting management reform and modernizing the Organization.

X. Actions to be taken by the General Assembly

70. **The General Assembly is requested to:**

(a) **Endorse the overall approach relating to business continuity management contained in the present report;**

(b) **Note that of the total additional requirements of $4,692,400 for the biennium 2008-2009, the amount of $973,200 will be accommodated from within the overall resources appropriated for the biennium 2008-2009;**

(c) **Approve the establishment of the proposed 12 new posts necessary to implement and maintain business continuity management activities;**

(d) **Approve a commitment authority for the net additional resource requirements amounting to $3,719,200 for the biennium 2008-2009 under section 17, Economic and social development in Africa ($93,300); section 20, Economic and social development in Latin America and the Caribbean ($221,800); section 21, Economic and social development in Western Asia ($574,000); section 27, Public information ($254,000); section 28C, Office of Human Resources Management ($132,400); section 28D, Office of Central Support Services ($1,670,900); section 28E, Administration, Geneva ($133,000); section 28F, Administration, Vienna ($234,700); section 28G, Administration, Nairobi ($277,400); and section 35, Staff assessment ($127,700), to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2008-2009;**

(e) **Note that the requirements for business continuity planning and management for future bienniums will be incorporated in the proposed programme budgets.**

Annex I

Terms of reference of the Senior Emergency Policy Team

1. The Senior Emergency Policy Team was established on 27 September 2001 in accordance with a memorandum of the Chef de Cabinet of the Secretary-General, then known as the Senior Emergency Management Group.

2. The main purpose of the Team is "to deal with major emergency situations at United Nations Headquarters that may arise in the future". The Team, the composition of which was revised on 17 February 2005, consists of:

Chef de Cabinet (Chairperson)

Under-Secretary-General for Management (Alternate chairperson)

Under-Secretary-General for General Assembly and Conference Management

Under-Secretary-General for Legal Affairs, the Legal Counsel

Under-Secretary-General for Public Information

Under-Secretary-General for Political Affairs

Under-Secretary-General for Safety and Security

Under-Secretary General for Peacekeeping Operations

Administrator, United Nations Development Programme

Executive Director, United Nations Children's Fund

Assistant Secretary-General for Central Support Services

Assistant Secretary-General for Human Resources Management.

3. In the absence of any member, a designated alternate may participate in the meetings and related activities of the Senior Emergency Policy Team. Heads/representatives of other departments, funds and programmes may be invited to join the Team as required by the circumstances of the specific situation.

4. In discharging its responsibilities, the Senior Emergency Policy Team will:

(a) Directly report and provide advice to the Secretary-General on any political questions arising from any emergency situation;

(b) Make policy decisions with respect to recommendations made by the Emergency Task Force regarding emergency preparedness and preventive measures against any possible threat scenarios;

(c) Act as a standing body with the authority to direct the allocation of necessary resources for any office in support of measures that have been identified as priority corporate measures;

(d) Communicate decisions to the Crisis Operations Group on operational issues, matters relating to security and safety of staff, as well as those relating to intergovernmental and other meetings;

(e) Meet once every three months to make an assessment of the threat situation and to respond to any ongoing issues that may arise. It may also meet as and when it deems necessary.

5. The Senior Emergency Policy Team is responsible for immediate policy decisions required to deal with the particular impact of a crisis. Decisions such as the continuation of scheduled meetings and conferences, the suspension of routine operations, extraordinary procurement mandates, and formal requests to the host country authorities for assistance are examples of issues that may need to be addressed by the Team.

6. Depending on the nature of the threat or emergency, the Senior Emergency Policy Team will operate out of the "Map Room" on the 38th Floor, Conference Room B, or an alternative location away from the Headquarters site, with the members being notified accordingly.

Annex II

Terms of reference of the Crisis Operations Group

1. The Crisis Operations Group is responsible for operational decisions and their implementation in accordance with the policy directives of the Senior Emergency Policy Team. It comprises personnel from key administrative and support functions of Headquarters as follows:

Under-Secretary-General for Safety and Security (Chairperson)

Office of Human Resources Management, including the Medical Service

Office of the Controller

Office of Legal Affairs

Department of Public Information

Department of General Assembly and Conference Management

Facilities and Commercial Services Division, Office of Central Support Services

Information Technology Services Division, Office of Central Support Services

Procurement Division, Office of Central Support Services

Department of Peacekeeping Operations

Chief, Safety and Security Service, Headquarters

United Nations Development Programme

United Nations Children's Fund

United Nations Population Fund.

2. The Crisis Operations Group may co-opt staff members from other offices/units as necessary, depending on the nature of the crisis.

3. For each member of the Crisis Operations Group, alternates need to be designated, in the event that Group members become casualties in a major emergency incident, or are otherwise unavailable.

4. The following are the main tasks of each of the members of the Crisis Operations Group:

(a) The Office of Human Resources Management is responsible for keeping staff informed and for providing information and data on staffing, guidance to the Chairperson of the Crisis Operations Group on communications with the staff, and briefing/counselling services to the staff of the Organization. The Medical Service coordinates with host authority, governmental and private sector resources and takes appropriate actions on health issues. The Service assists in providing trauma support services to staff of the Organization, and keeps the Crisis Operations Group fully informed about medical matters;

(b) The Office of the Controller is responsible for maintaining essential financial transactions and key financial management functions. It provides guidance to the Chairperson of the Crisis Operations Group on financial matters;

(c) The Office of Legal Affairs is responsible for providing legal advice and counsel to the Chairpersons of the Senior Emergency Policy Team and the Crisis Operations Group;

(d) The Department of Public Information will continue to carry out public information activities, to ensure the speediest recording and wide dissemination of statements and briefings or other activities by the Secretary-General, United Nations bodies or senior officials, using secondary studios and ad hoc newsrooms, as necessary. It will also establish press facilities and a briefing area for media at the location to which operations have been relocated;

(e) The Department for General Assembly and Conference Management is responsible for the provision of essential services to support meetings, on an as available basis in an emergency. The Security Council Affairs Division will advise the Chairperson of the Crisis Operations Group on support for the Security Council, in consultation with the Department;

(f) The Facilities and Commercial Services Division is responsible for the proper functioning of physical infrastructure systems and facilities throughout the complex. It advises the Chairperson of the Crisis Operations Group on the impact of an event on the infrastructure and makes recommendations on the viability of returning to normal operational conditions;

(g) The Information Technology Services Division is responsible for servicing computer and telecommunications functions on a 24-hour basis, including the maintenance of leased lines and satellite communications;

(h) The Procurement Division arranges for the urgent procurement of goods and services related to mission critical functions;

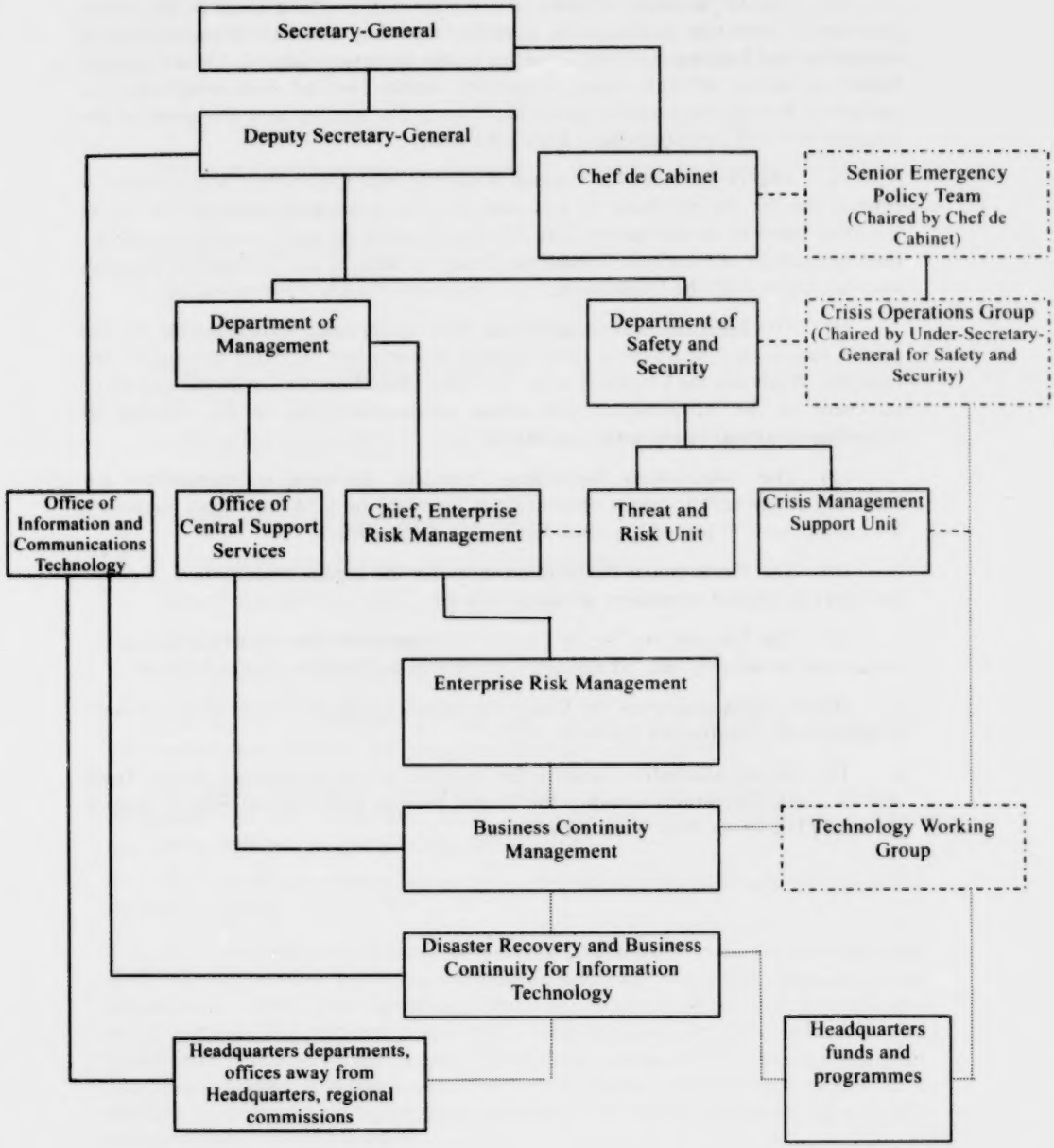
(i) The Security and Safety Service is responsible for immediate life/safety issues and for security-related matters. It maintains the Security Control Centre.

5. During crisis situations, the Crisis Operations Group will meet in the primary meeting room, Conference Room A.

6. The off-site alternative location for both the Senior Emergency Policy Team and the Crisis Operations Group is the United Nations International School, located at 24-50 FDR Drive, New York, New York.

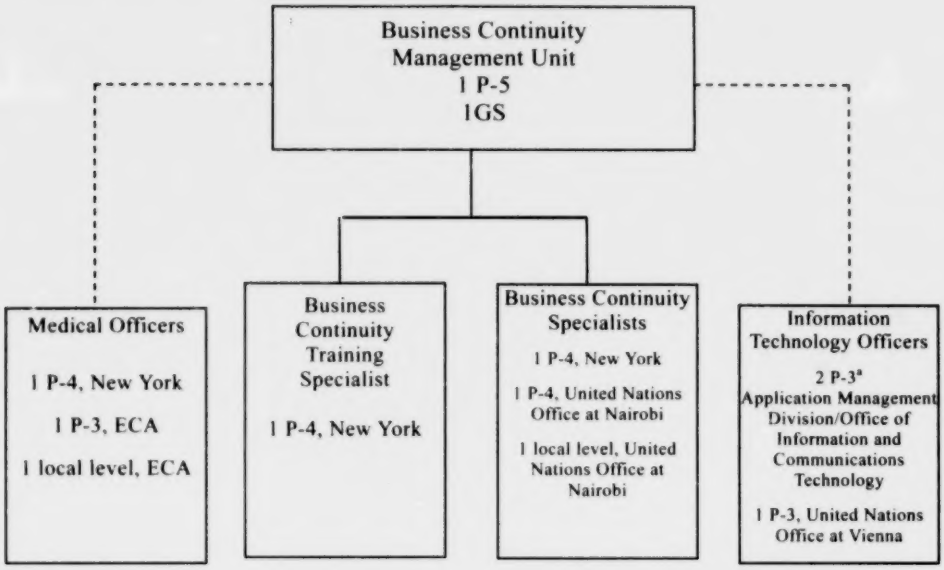
Annex III

Proposed organizational framework


Secretary-General
Deputy Secretary-General
Chef de Cabinet
Senior Emergency Policy Team (Chaired by Chef de Cabinet)
Department of Management
Department of Safety and Security
Crisis Operations Group (Chaired by Under-Secretary-General for Safety and Security)
Office of Information and Communications Technology
Office of Central Support Services
Chief, Enterprise Risk Management
Threat and Risk Unit
Crisis Management Support Unit
Enterprise Risk Management
Business Continuity Management
Technology Working Group
Disaster Recovery and Business Continuity for Information Technology
Headquarters departments, offices away from Headquarters, regional commissions
Headquarters funds and programmes

Annex IV

Proposed organizational structure and staffing distribution of the Business Continuity Management Unit


Business Continuity Management Unit
1 P-5
1GS
Medical Officers
1 P-4, New York
1 P-3, ECA
1 local level, ECA
Business Continuity Training Specialist
1 P-4, New York
Business Continuity Specialists
1 P-4, New York
1 P-4, United Nations Office at Nairobi
1 local level, United Nations Office at Nairobi
Information Technology Officers
2 P-3[a]
Application Management Division/Office of Information and Communications Technology
1 P-3, United Nations Office at Vienna

[a] Posts to be placed in Office of Information and Communications Technology, as part of the transfer/integration of information technology resources proposed in the addendum to the report of the Secretary-General (A/62/793/Add.1).

United Nations A/63/360

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Programme budget for the biennium 2008-2009

United Nations common system

Administrative and financial implications of the decisions and recommendations contained in the report of the International Civil Service Commission for 2008**

Statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly

Summary

The present statement, submitted pursuant to rule 153 of the rules of procedure of the General Assembly, details the administrative and financial implications of the decisions and recommendations of the International Civil Service Commission on the common system, in particular their implications for the programme budget of the United Nations for the biennium 2008-2009. Recommendations and decisions of the Commission giving rise to requirements under the regular budget for the current biennium will be taken into consideration in the preparation of the first performance report of the programme budget for the biennium 2008-2009.

* A/63/150 and Corr.1.

** An advance copy of the report of the International Civil Service Commission for 2008 (A/63/30) was used in the preparation of the present statement of implications.

08-50932 (E) 061008

I. Introduction

1. The annual report of the International Civil Service Commission for 2008[1] contains specific decisions and recommendations with financial implications for the programme budget for the biennium 2008-2009 related to the following issues:

(a) Conditions of service of staff in the Professional and higher categories:

(i) Base/floor salary scale;[2]

(ii) Mobility and hardship allowance;[3]

(iii) Dependency allowances;[4]

(b) Conditions of service applicable to staff in the General Service and related categories:

(i) Survey of best prevailing conditions of employment in Geneva;[5]

(ii) Survey of best prevailing conditions of employment in Vienna;[6]

(c) Conditions of service applicable to all categories of staff:

(i) Level of education grant;[7]

(ii) Hazard pay for internationally recruited staff.[8]

II. Conditions of service of staff in the Professional and higher categories

A. Base/floor salary scale

2. The General Assembly, in section I.H of its resolution 44/198, established a floor net salary scale for staff in the Professional and higher categories by reference to the corresponding net salary levels of officials in comparable positions serving in the base city of the comparator civil service (the federal civil service of the United States of America).

3. The General Schedule salary scale for the United States federal civil service in Washington, D.C., the current comparator, increased by 2.5 per cent on a gross basis, as from 1 January 2008. Combined with the tax changes recorded at the federal level in Washington, D.C., and the States of Virginia and Maryland, the above-mentioned increase in gross comparator salaries resulted in a net increase of 2.33 per cent as compared with the 2007 levels. The movement of the comparator net salaries indicates that the comparator reference salary (GS-13/GS-14 salary levels) was 2.33 per cent higher than the net salary of a P-4, step VI under the current United Nations base/floor salary scale. In accordance with the approved

[1] *Official Records of the General Assembly, Sixty-third Session, Supplement No. 30* (A/63/30).
[2] Ibid., paras. 73-79.
[3] Ibid., paras. 80-94.
[4] Ibid., paras. 120-129.
[5] Ibid., paras. 137-140.
[6] Ibid., paras. 141-144.
[7] Ibid., paras. 48-62.
[8] Ibid., paras. 165-172.

procedures and past practices, that would call for an upward adjustment of the common system salary scale for staff in the Professional and higher categories by 2.33 per cent, as from 1 January 2009. The increase in the base/floor salary scale would be implemented through the standard method of consolidating post adjustment multiplier points into base/floor salary, namely, by increasing base salary while commensurately reducing post adjustment levels.

4. The annual financial implications of the above-mentioned adjustment of the base/floor salary scale for the United Nations and other participating organizations of the common system have been calculated by the Commission to be $420,500 broken down as follows:

(a) For duty stations with low post adjustment that would otherwise fall below the level of the new base/floor: none;

(b) In respect of the scale of separation payments: $420,500.

5. The financial implications of the above recommendation for the United Nations programme budget for 2009 have been estimated at $183,800.

B. Mobility and hardship allowance

6. In accordance with the decisions of the Commission, as approved by the General Assembly in its resolution 61/239, the amounts payable under the new mobility and hardship scheme that came into effect on 1 January 2007 are to be reviewed every three years by reference to three factors: (a) the average movement of net base salary plus post adjustment in the eight headquarters locations of the United Nations common system; (b) the movement of the out-of-area index used for post adjustment based on inflation factors in 21 countries; and (c) the movement of the base/floor salary scale. As the amounts were originally set in 2005 with the expectation that they would come into effect on 1 January 2006, any revised amounts would need to come into effect on 1 January 2009. Based on the 2008 classification levels, the estimated cost implications of a 5 per cent increase amount to an additional $5,796,100 per annum.

7. The financial implications of the above recommendation for the United Nations programme budget for the year 2009 have been estimated at $959,400.

C. Dependency allowances

8. In accordance with the revised methodology for determining the level of the children's allowance approved by the Commission at its sixty-sixth session, the global United States dollar flat-rate amount should be established with reference to the average level of child benefits (tax abatements and social legislation payments) at the eight headquarters duty stations, weighted by the number of staff at those locations. The secondary dependant's allowance was set at 35 per cent of the children's allowance. For those duty stations where the current levels of the allowances are above the proposed ones, transitional measures will be introduced as from 1 January 2009 and will be phased out over the next two review cycles. The transitional measures will be completely discontinued as from 1 January 2013.

9. Based on information describing the latest changes in the tax and social legislation at the income level of P-4, step VI, the revised children's allowance was calculated at $2,686, to be implemented as from 1 January 2009. The secondary dependant's allowance is established at 35 per cent of the children's allowance, i.e., $940 per year.

10. The Commission decided to recommend to the General Assembly that, effective 1 January 2009: (a) the children's allowance should be set as a global flat-rate amount of $2,686 per annum and the disabled children's allowance should be double that amount, i.e., $5,372 per annum; (b) the secondary dependant's allowance should be set at $940 per annum; (c) at hard currency locations, the United States dollar amount of the allowance should be converted to local currency, using the official United Nations rate of exchange as at the date of promulgation, and should remain unchanged until the next biennial review; (d) the dependency allowances should be reduced by the amount of any direct payments received by staff from a Government in respect of dependants.

11. The financial implications of the introduction of the new scheme were estimated at $9 million per annum for the organizations of the common system, of which approximately $6 million had to do with the adjustment of the child benefit and $3 million with the transitional arrangements.

12. The financial implications of the above recommendation for the United Nations programme budget for the year 2009 have been estimated at $1,122,500.

III. Conditions of service of staff in the General Service and related categories

13. The General Assembly, in its resolution 52/216, endorsed the recommendations of the Commission relating to the methodologies for the surveys of best prevailing conditions of employment for headquarters and non-headquarters duty stations.

A. Survey of best prevailing conditions of employment in Geneva

14. In February 2008, the Commission completed and approved the results of the survey of best prevailing conditions of employment in Geneva, with March 2007 as the reference month. As the recommended salary scale was 1.81 per cent lower than the scale in effect in March 2007, no financial implications related to its implementation are expected. However, the implications related to the revision of the rates of dependency allowances are estimated at 460,000 Swiss francs or approximately $380,000 per annum.

15. The financial implications of the above recommendation for the United Nations programme budget for the biennium 2008-2009 have been estimated at $36,800.

B. Survey of best prevailing conditions of employment in Vienna

16. In accordance with the methodology, the Commission conducted a survey of best prevailing conditions of employment for the General Service staff in Vienna, with November 2007 as the reference month. As the recommended salary scale is 1.57 per cent lower than the scale in effect in November 2007, no financial implications related to its implementation are expected. The implications related to the revision of the rates of dependency allowances, which were determined on the basis of tax abatements, legislative payments and the surveyed employer-specific payments, are estimated at €90,270 or approximately $129,990 per annum.

17. The financial implications of the above recommendation for the United Nations programme budget for the biennium 2008-2009 have been estimated at $13,500.

IV. Conditions of service applicable to all categories of staff

A. Review of the level of the education grant

18. Based on the methodology approved by the General Assembly in its resolution 52/216, section III.A, the recommendations of the Commission to the General Assembly are contained in its 2008 report.[9]

19. The annual financial implications of the Commission's recommendations for the organizations of the common system have been estimated at $2,850,000 per annum.

20. All measures indicated in paragraph 62 will be applicable as from the school year in progress as at 1 January 2009. Therefore, financial implications of the above recommendation for the United Nations programme budget for the year 2009 have been estimated at $514,300.

B. Hazard pay

21. In accordance with the decision of the Commission in 2005 (A/60/30, para. 147) which was subsequently noted by the General Assembly in its resolution 61/239, the level of hazard pay for internationally recruited staff was established at $1,300 per month as at 1 January 2007. The report presented to the Commission by its secretariat contained a proposal to increase the hazard pay for internationally recruited staff by 5 per cent, effective 1 January 2009. That would result in an increase in hazard pay from $1,300 to $1,365 per month.

22. The financial implications of an increase of 5 per cent to the current level of hazard pay for internationally recruited staff assigned to hazardous duty stations, i.e., from $1,300 to $1,365 per month, were estimated at $1.2 million for the year 2009, based on staff data as at 31 December 2006 and assuming the list of countries/duty stations where payment of hazard pay has been approved with effect from 1 June through 31 August 2008 remains unchanged during 2009. That estimate does not include payment to staff on travel status.

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[9] Ibid., para. 62.

23. The financial implications of the above recommendation for the United Nations programme budget for 2009 have been estimated at $783,900.

V. Conclusions and recommendations

24. **The financial implications for the United Nations programme budget for the biennium 2008-2009 resulting from decisions and recommendations of the Commission are shown below:**

(United States dollars)

Remuneration of staff in the Professional and higher categories:	
Separation payments[a]	183 800
Mobility and hardship allowance[a]	959 400
Dependency allowances[a]	1 122 500
Conditions of service of staff in the General Service and related categories:	
Geneva (dependency allowances only)	36 800
Vienna (dependency allowances only)	13 500
Conditions of service applicable to all categories of staff:	
Education grant[a]	514 300
Hazard pay (internationally recruited staff only)[a]	783 900
Total	**3 614 200**

[a] For 2009 only, as effective date is 1 January 2009.

25. **Accordingly, the related requirements under the programme budget for the biennium 2008-2009 resulting from the recommendations and decisions of the Commission have been estimated to be on the order of $3,614,200. Those requirements will be taken into consideration when preparing the first performance report of the programme budget for the biennium 2008-2009, in accordance with existing practice.**

United Nations A/63/361

General Assembly

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Sixty-third session
Item 15 of the provisional agenda*
The situation in the Middle East

The situation in the Middle East

Report of the Secretary-General

Summary

The present report contains replies received from Member States in response to the Secretary-General's note verbale of 28 April 2008 concerning the implementation of the relevant provisions of General Assembly resolutions 62/84, entitled "Jerusalem", and 62/85, entitled "The Syrian Golan".

* A/63/150 and Corr.1.

08-51003 (E) 081008

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I. Introduction

1. The present report is submitted pursuant to General Assembly resolutions 62/84 and 62/85. In its resolution 62/84, the Assembly welcomed the decision of those States that had established diplomatic missions in Jerusalem to withdraw their missions from the city, in compliance with Security Council resolution 478 (1980). In its resolution 62/85, which deals with Israeli policies in the Syrian territory occupied by Israel since 1967, the Assembly demanded once more that Israel withdraw from all the occupied Syrian Golan to the line of 4 June 1967 in implementation of the relevant Security Council resolutions.

2. In order to fulfil my reporting responsibility under resolutions 62/84 and 62/85, on 28 April 2008 I addressed notes verbales to the Permanent Representative of Israel to the United Nations and to the Permanent Representatives of other Member States requesting them to inform me of any steps their Governments had taken or envisaged taking concerning implementation of the relevant provisions of those resolutions. As at 31 August 2008, replies had been received from Colombia, Ecuador and Mexico. Those replies are reproduced in section II of the present report.

II. Replies received from Member States

Colombia

[Original: Spanish]

1. The Permanent Mission of Colombia presents its compliments to the Secretary-General of the United Nations and has the honour to refer to the request contained in notes DPA/APD/GA/RES.62/102-105 and DPA/APD/GA/RES.62/84-85 of 28 April 2008.

2. In that connection, Colombia wishes to reaffirm its position of recognizing the right of Israel to secure and internationally recognized boundaries free from threats or acts of force, as well as its support for the Palestinian aspiration to establish in the region an independent State whose citizens are able to enjoy full human, social, economic and cultural rights and exercise the right to self-determination of peoples.

3. Colombia thus shares the view that the two States should live side by side in harmony and peaceful coexistence, as proposed under the Quartet's road map, the international policy instrument most conducive to the achievement of peace in the region, which has Colombia's full endorsement and support.

4. Colombia voted in favour of General Assembly resolutions 62/102, "Assistance to Palestine Refugees", 62/103, "Persons displaced as a result of the June 1967 and subsequent hostilities", 62/104, "Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East", and 62/105, "Palestine refugees' properties and their revenues".

5. In accordance with the relevant paragraphs, Colombia has made timely contributions to the United Nations Relief and Works Agency for Palestine Refugees in the Near East, whose purpose is to mitigate the continued deterioration of the socio-economic and humanitarian situation in the region.

6. Furthermore, Colombia voted in favour of resolution 62/84, "Jerusalem". Colombia reaffirms its special interest in places of religious significance in view of its Christian tradition and recognizes the special status of Jerusalem. In that regard, Colombia has maintained its diplomatic representation with Israel in Tel Aviv since 1958, in accordance with the relevant provision of that resolution.

7. Colombia also voted in favour of resolution 62/85, "The Syrian Golan", thereby demonstrating its unchanging position of urging Israel to resume talks with both Lebanon and the Syrian Arab Republic with a view to fulfilling the commitments made in accordance with the relevant Security Council resolutions.

Ecuador

[Original: Spanish]

1. The Permanent Mission of Ecuador to the United Nations presents its compliments to the Secretariat of the United Nations and, with regard to note No. DPA/APD/GA/RES.62/84-85, has the honour to state the following.

2. Ecuador proclaims its commitment to peace and reaffirms its respect for international law as constituting the standard of conduct for States in their relations with one another and in resolving disputes. It reaffirms that the resolution of conflicts must take into account all the legitimate interests of the parties, in particular the protection of the human rights of any civilians involved.

3. Ecuador recognizes the right of both Palestine and Israel to a free and sovereign State, existing side by side with safe and internationally recognized borders, and calls on the parties to fulfil the commitments that they have freely undertaken, which are indispensable to the achievement of lasting peace and stability in the Middle East.

4. Ecuador condemns the use of violence and the perpetration of terrorist acts, in violation of international law and international humanitarian law.

5. Ecuador considers that only an environment conducive to negotiation and the peaceful resolution of the impasse will be able to contribute to the protection of the civilians in the occupied territories, whose fundamental rights must be preserved.

Mexico

[Original: Spanish]

1. The Permanent Mission of Mexico to the United Nations presents its compliments to the Department of Political Affairs of the Secretariat and has the honour to refer to its communications DPA/APD/GA/RES.62/84-85 and DPA/APD/GA/RES.62/102-105 of 28 April 2008, relating to the implementation of the resolutions on the situation in the Middle East and on the United Nations Relief and Works Agency for Palestine Refugees in the Near East, adopted during the sixty-second session of the General Assembly. In that connection, the Permanent Mission of Mexico has also submitted an annex providing information relating to our country's compliance with resolutions 62/84, 62/85, 62/102, 62/103, 62/104 and 62/105.

Resolution 62/84, on Jerusalem

2. It is up to the countries involved in the conflict to comply with the provisions of resolution 62/84. Nevertheless, pursuant to paragraph 2, it should be stated that Mexico does not have and never had a diplomatic representation in the city of Jerusalem. However, in connection with paragraph 3 of the resolution, Mexico reiterates its support for a solution which recognizes that the State of Israel and a politically and economically viable Palestinian State have the right to exist, living in harmony within secure and internationally recognized borders.

Resolution 62/85, on the Syrian Golan

3. In accordance with paragraph 7, Mexico supports a comprehensive multilateral review of the conflict that encompasses all the conflicts in the Middle East. It also supports the presence of the United Nations Disengagement Observer Force, which it considers fundamental for maintaining stability in the region.

4. Mexico believes that the only viable solution to the conflicts lies in dialogue and negotiation between the parties involved, in conformity with the relevant resolutions of the Security Council and the General Assembly.

United Nations A/63/362

General Assembly

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Sixty-third session
Item 109 of the provisional agenda*
Follow-up to the outcome of the Millennium Summit

Letter dated 15 September 2008 from the Permanent Representatives of Ireland and the United Republic of Tanzania to the United Nations addressed to the Secretary-General

We have the honour to refer to resolution 62/277, which the General Assembly adopted by consensus on 15 September 2008.

In that resolution, the General Assembly, inter alia, welcomed the report that we, as co-Chairs for system-wide coherence during the sixty-second session, provided to Member States on 21 July 2008 (see annex).

In the light of the foregoing, we request that you distribute the text of the present letter and its annex to Member States as a document of the General Assembly, under item 109 of the provisional agenda.

We would like to point out that an annex to the report of the co-Chairs has already been distributed to Member States as a document of the General Assembly and the Economic and Social Council (A/63/85-E/2008/83).

(*Signed*) Paul **Kavanagh**
Permanent Representative
Ireland

(*Signed*) Augustine P. **Mahiga**
Permanent Representative
United Republic of Tanzania

* A/63/150 and Corr.1.

08-51149 (E) 201008

Annex to the letter dated 15 September 2008 from the Permanent Representatives of Ireland and the United Republic of Tanzania to the United Nations addressed to the Secretary-General

Report of the co-chairs on system-wide coherence

Ambassador J.P. Kavanagh
Permanent Representative of Ireland to the United Nations

Ambassador Augustine P. Mahiga
Permanent Representative of the United Republic of Tanzania to the United Nations

21 July 2008

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I. Introduction and Overview

1. In January 2008, the President of the 62nd Session of the United Nations General Assembly H.E. Dr. Srgjan Kerim appointed us as Co-Chairs for the Assembly's consultations on System-wide Coherence. These consultations had begun in the 61st Session under the distinguished stewardship of the Permanent Representatives of Barbados and Luxembourg, H.E. Ambassador Christopher F. Hackett and H.E. Ambassador Jean-Marc Hoscheit.

2. In appointing us to carry forward this process, the President underlined the importance of making concrete progress on System-wide Coherence during the current Session. He suggested that, through a series of consultations, the Co-Chairs should work towards an agreement on the modalities for implementing greater coherence across the United Nations development activities System. This would include making a thorough assessment of the progress made so far, in particular the implementation of the 'One United Nations' pilot projects, as well as obstacles encountered and opportunities for further implementation. The present report responds to the request of the President that we revert to him in mid-2008.

3. The Assembly's consultations on System-wide Coherence had gotten underway in 2007 as a response to the November 2006 Report of the High Level Panel (HLP)[1]. The landmark Panel Report, its many strong points notwithstanding, had received a mixed reception in the Assembly due not least to its timing and its context. It proved difficult for the Assembly to make headway during the 61st Session.

4. The move towards greater coherence and effectiveness across the United Nations System in fact long pre-dates the High Level Panel Report. A drive for greater coherence has been a feature of numerous, seminal resolutions of the General Assembly including the Triennial Comprehensive Policy Reviews (TCPRs) of 2001, 2004 and 2007. It is through the TCPR instrument that the Assembly has, by consensus, given overarching policy guidance to the development System of the United Nations. At the World Summit of 2005[2], the member States made clear once again by consensus at the highest levels of State and Government their commitment to the achievement of the Millennium Development Goals (MDGs) and other internationally agreed development goals (IADGs). The Summit committed the membership to implementing operational reforms, aiming at a more effective, efficient, coherent, coordinated and better-performing United Nations System.

5. In other words, the effort towards greater coherence and effectiveness in the System did not begin with the High Level Panel. The latter's Report of November 2006 represents an important contribution to long-standing and continuing efforts in the Assembly to implement greater coherence across the System. With this in mind, it would not be an optimal follow-up, in our view, for each succeeding Session of the General Assembly to begin its work by exhaustively reviewing seriatim the current status of each and every recommendation contained in the High Level Panel Report. We would suggest, instead, that the Assembly, in this framework of System-wide Coherence, now take charge of the High Level Panel Report, select and address those areas of it which the broad membership wishes to pursue as a matter of priority, and set aside from these particular inter-governmental consultations those elements of the Panel Report which are already being vigorously addressed in other contexts. We believe that the consultations which we and our predecessors as Co-Chairs have undertaken may now facilitate the Assembly's reaching this point, by agreement, in the current Session.

6. In numerous developing countries we have undertaken consultations with the Heads of State and Government, Cabinet Ministers, Regional Presidents, Parliamentarians, Civil Society representatives and Development Partners etc. What we gleaned more than anything else from these exchanges is a great sense of urgency, immediacy even. Those whom we have met in developing countries and who are politically and managerially responsible for addressing serious and pressing challenges of economic and social development are eager, indeed impatient to have a United Nations Development System that is more efficient, more

[1] A/61/583 – Report of the High Level Panel on System-wide Coherence.
[2] A/RES/60/1 – 2005 World Summit Outcome.

coherent, and therefore, more effective in meeting the needs of their peoples, in line with their own national strategies.

7. By at least one significant index, the United Nations development System has, however, been in steady decline over a period of decades. Proportionately less and less development funding is being channelled through the UN System. In none of the many developing countries which we visited were the UN Country Team of Funds, Programmes and Specialised Agencies responsible for more than 5% or 6% of total Overseas Development Assistance (ODA) going into that country. Developing countries and their development partners alike know when a System is delivering well and when it needs to do much better. A more efficient, coherent and effective United Nations development System may arrest and reverse this historic trend. A UN System that fails to adapt further will have great difficulty doing so.

8. Nonetheless, following half a year of intensive consultations, the news we bring is, to a significant degree, good. The need for a more coherent and better performing UN System is increasingly recognised in the face of pressing global challenges, including climate change, communicable diseases, food insecurity, the effects and opportunities of globalisation, etc. Member States want to see a UN System that is strong, relevant, capable and integrated – one that preserves the highly valuable strengths assembled over decades and that builds on these. This positive vision for the future is widely shared across all regional groups of States.

9. Since the beginning of 2007, a concerted effort has been made on a voluntary basis by eight self-selecting 'pilot' developing countries in partnership with the UN System's Team of Representatives in those countries, to pioneer a new approach, 'Delivering as One' that will make the performance of the UN development System on the ground more efficient, more coherent and therefore more effective. These countries are Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

10. The 'Delivering as One' approach, despite remaining challenges, is making significant headway at country level. The developing countries concerned, which currently occupy quite different stages of development, are saying so loud and clear. A large and growing number of other developing countries are coming forward, for their own very good reasons, to embrace the new approach, even if there are no plans for formal designation of new 'pilot' countries as such. Some programme countries which begin a new UNDAF cycle this year have chosen voluntarily to implement aspects of 'Delivering as One'.

11. We have been told by many UN Agency Heads that the atmosphere in the Chief Executive's Board (CEB) of senior management across the System under the committed chairmanship of the Secretary-General has been transformed for the better over recent years. Far beyond the confines of System-wide Coherence, a more coherent and effective approach is increasingly in evidence. For example, in April, the CEB, within its own prerogatives, adopted a far-reaching package of steps to harmonise business practices across the UN System, in response to the 2007 consensus TCPR resolution of the General Assembly (A/RES/62/208). It is their commendable intention to carry forward expeditiously implementation of this long overdue package.

12. The present report will not stray into the overall discussion on global levels of Overseas Development Aid (ODA) since this matter is being addressed in a different facilitation process within the General Assembly with a view to the Doha meeting on Financing for Development that will take place in December 2008. Nevertheless, and having regard to the matter of funding for operational activities in the United Nations System, - in particular those being pursued in the framework of 'Delivering as One' – we believe that a meeting of minds can be reached in the Assembly during the current Session on significant aspects of Funding.

13. By the same token and while discussion will have to be enlarged and deepened in the coming, 63rd Session in light of emerging developments on the ground, we have been encouraged to believe that member States ought to be able to reach a meeting of minds on some aspects of Governance in the System-wide Coherence context.

14. Finally, as regards Gender Equality and the Empowerment of Women, - and emerging from open, transparent and inclusive discussions in informal plenary – we believe that with the dedicated assistance of the Deputy Secretary-General and her colleagues, it ought to be possible for the Assembly in the current, 62nd Session to make a conceptual breakthrough by pointing the direction it wishes to take in changing the institutional architecture of the UN System. The ultimate objective would be to improve delivery by the System of the many important and pressing mandates which member States together have conferred on it.

15. We will take up each of these areas in detail in the present report. While citing progress already achieved and in prospect, we will not downplay the many challenges which remain fully to be addressed. A closing section is entitled 'Conclusions and Recommendations'.

II. Work of the Co-Chairs in the 62nd Session of the General Assembly

16. When taking up our task as Co-Chairs in January 2008, the General Assembly already had the benefits of the significant work which had been undertaken prior to our appointment, including the previous, comprehensive consultations chaired by the Ambassadors of Barbados and Luxembourg.

17. Over a period of many months during 2007, the Co-Chairs in the 61st Session arranged nine informal plenary consultations and briefings, open to the entire membership, to discuss the many and complex recommendations of the 2006 High Level Panel Report. These extensive consultations with the full membership gathered the recommendations of the Report under eight headings or general topics, viz. : a) 'Delivering as One' at country level; b) humanitarian issues and recovery; c) environment; d) gender; e) human rights; f) governance and institutional reform; h) funding; and i) business practices.

18. Our predecessors mapped the various issues raised in the Panel's Report and its recommendations as well as the views of the member States thereon. Due, however, to the great number and far-reaching nature of the Panel's recommendations, the General Assembly in its 61st Session was unable to reach an agreement, within the context of these consultations.

19. The President of the General Assembly asked us to continue consultations, during the 62nd Session of the Assembly in a more focussed manner, so that areas which the broad membership deemed to be important priorities might be identified and advanced. It was felt that the debate could be re-focussed and that the General Assembly might be able to move towards further agreement on the modalities for implementing coherence in the development activities system.

20. From the outset, we detected a broadly held view that it was in the interests of no concerned party, and, indeed, that it would be detrimental to the interests of the United Nations itself and of the peoples whom it serves, if the Assembly were to emerge at the end of a second successive Session of discussions without having given its own views. Important developments have been taking place on the ground. We have believed from the outset that the Assembly should be in a position to express itself and to exert its influence on these developments.

21. On 7 February 2008, in the first, informal plenary consultations of the 62nd Session, the broad membership accepted the overall approach which we, as Co-Chairs, proposed we should take to our work during the Session. This approach had been informed by our prior discussions with the Assembly President and we were gratified that it was straight away acceptable to the broad membership. In the intervening months we have consistently abided by this agreed approach whilst engaging fully with the membership throughout.

22. As Co-Chairs, therefore, we have taken an empirical, bottom-up and pragmatic approach to the subjects under discussion. The broad membership accepted that this path afforded the most feasible and practical way to move forward.

23. It was acknowledged from the outset that as a practical proposition it would be extremely difficult to seek to move ahead simultaneously on each and every aspect of the 2006 High Level Panel Report. The breadth, depth and not least the great number of recommendations contained in that Report led to this view, which was also sustained by any fair reading of the work of the previous Session of the Assembly.

24. At the same time, we were fully aware that there had been, amongst the member States, a widely shared reluctance to address the issues raised in the Panel's Report on a selective basis. There was a residual apprehension that such selectivity might respond exclusively or preponderantly to priorities which had been voiced from just one part of the membership.

25. Nonetheless, the broad membership shared our view that if the Assembly as a whole were to be able to agree on how to move the process forward, then our consultations would need to be focussed and targeted more tightly than on every single issue. It was acknowledged that we should point towards a middle-ground where the major concerns of member States were addressed in a balanced and fair manner. We underlined that there would be no fixed agendas, no a priori considerations and no faits accomplis in the course of our consultations. In this connection, we requested and were gratified to receive the trust of the broad membership.

26. As Co-Chairs, we undertook from the outset to focus on those areas which would be flagged to us in open informal plenary consultations as being of priority interest for broad areas of the membership. In this way, the report that we would ultimately present to the Assembly President would aim to sit well with all parts of the General Assembly Hall, since all areas of the membership would recognise many of their priority concerns in it.

27. We were, of course, aware that a significant number of member States were of the view that no decision could be reached by the Assembly concerning System-wide Coherence until all aspects of the High Level Panel Report had been comprehensively discussed and that only then could a single decision be made relating to the Panel Report in its entirety. Members holding this view at the same time signalled from the outset a degree of flexibility in their approach, in that they were prepared to revisit it in light of the ongoing consultations, which would proceed under our Co-Chairmanship.

28. Against this background and already at the first informal plenary consultations on 7 February, the broad membership enabled us to identify and announce the following main priority areas, drawn from the host of issues raised in the High Level Panel's Report:

- UN 'Delivering as One' at country level and the related area of Harmonisation of Business Practices;
- Funding;
- Governance; and
- Gender Equality and the Empowerment of Women.

29. In any event, as Co-Chairs we were keen to bring squarely before the Assembly numerous and significant developments in regard to 'Delivering as One' which were already underway on the ground in a large number of developing countries. By the same token, we were anxious for the Assembly to be fully apprised of important progress in regard to Harmonisation of Business Practices, which the Secretary-General and his colleagues were achieving, within their own prerogatives, in the Chief Executives Board (CEB) of the System.

30. During the current, 62nd Session, the Assembly has, to date, had open informal plenary consultations, or briefings on System-wide Coherence as follows:

Initial Consultation	7 February
UN 'Delivering as One'	28 March
Funding	7 April

Briefing on Role of an Empowered Resident Coordinator	17 April
Governance	17 April
Gender Equality and Women's Empowerment	16 May
Briefing on Business Practices Harmonisation	13 June
Gender Equality and Women's Empowerment (contd)	16 June

Thus, through the excellent work undertaken by our predecessors and the series of informal plenary consultations this year, the member States will have thoroughly reviewed all aspects of the 2006 High Level Panel Report.

31. In each of these informal plenary consultations we made opening and closing statements. The latter sought to draw the principal points from the discussion of the day. All of our statements were circulated at the time, by the President of the General Assembly, to the entire membership. They may be found on the Official website of the President of the 62nd Session of the General Assembly, H.E. Dr. Srgjan Kerim, (http://www.un.org/ga/president/62/issues/swc.shtml).

32. Throughout our tenure as Co-Chairs we have been entirely at the disposal of member States. In line with our open and transparent approach, we have consulted both in open informal plenary, bilateral and plurilateral consultations with the broad membership of the UN. We also consulted with the President of the General Assembly, H.E. Dr. Srgjan Kerim, H.E. the Deputy Secretary-General Migiro and the previous Co-Chairs. We visited seven of the eight pilot countries (Albania, Cape Verde, Mozambique, Rwanda, Tanzania, Uruguay, Viet Nam) and Malawi which is implementing the 'Delivering as One' reform without having been a designated a pilot. We visited, and were generously received by, Heads of United Nations Funds, Programmes and Specialised Agencies in New York, Paris, Rome, Vienna and Geneva to ascertain their views on the various aspects of System-wide Coherence and we have shared these views with the membership. We conferred with senior management at the World Bank and the International Monetary Fund in Washington D.C. We sought, as we hope this report will make clear, to provide the membership with as much information as possible about all the various developments in relation to System-wide Coherence so that any decision which they may wish to take on the matter would be on an informed basis.

33. Broad sections of the membership have consistently signalled to us that many of the recommendations contained in the 2006 Panel Report, specifically in the areas of Environment, Humanitarian Assistance and Human Rights were being addressed energetically in other related fora. Accordingly, these were not identified as necessitating in-depth discussion or action within the inter-governmental discussions on System-wide Coherence. The Co-Chairs share the view that it would be a mistaken approach to become entrenched in the structure and contents of the 2006 High Level Panel Report. Instead, the Panel Report should be dealt with pragmatically, not least because many of the issues are indeed being addressed in other fora.

34. The main body of the present report will address each of the four priority areas which have been consistently underlined by the broad membership, viz.

- UN 'Delivering as One' at country level and the related area of Harmonisation of Business Practices;
- Funding;
- Governance; and
- Gender Equality and Women's Empowerment.

35. The present report needs to be read in conjunction with the accompanying paper on Gender in its institutional dimension which is being provided to the Assembly President by the Deputy Secretary-General in response to the request of the member States that was agreed in open, informal plenary consultations on 16 June 2008. This report and the Deputy Secretary-General's paper, in combination, present a whole picture to the membership.

36. As indicated already, the present report will recommend that the Assembly during the current, 62nd Session select and act upon those priority areas which need specifically to be addressed in these continuing discussions on System-wide Coherence, whilst setting aside from these discussions other issues raised by the Panel and which are being pursued elsewhere.

III. 'Delivering as One' – Greater UN System Coherence at Country Level

37. The centre piece of the High Level Panel's recommendations related to the work of the United Nations at country level, which had already been legislated by the General Assembly through various TCPR Resolutions. Those past decisions as well as the most recent TCPR (62/208) have led to a number of reforms including, inter alia, the widespread use of a single UN building and common services, the establishment and the improvement of the single United Nations Development Assistance Framework (UNDAF) and elements to improve the Resident Coordinator system etc. Before the High Level Panel Report, several countries had already taken the initiative to move ahead with reforms. Cape Verde for example had adopted a One Joint Office approach in January 2006, in response to the TCPR Resolution of 2004 (59/250) which called for the establishment of joint office models. Similarly, Vietnam's UN Country Team had already moved towards a single country programme, also on the basis of the TCPR Resolution of 2004 (59/250).

38. The High Level Panel sought to build on this and to address further the fragmented work of the UN at country level, by proposing that the Funds, Programmes and Specialised Agencies of the United Nations further their collaboration and 'Deliver as One' in support of the national priorities of the national governments concerned. In order to achieve this, the Panel proposed a framework of four Ones: One Programme, which is focused on, and aligned with national priorities; One Leader, the Resident Coordinator who would lead an empowered country team; One Budgetary Framework which can provide funding for the One Programme; and, where appropriate, One Office where all the UN agencies can be located, to save money on operational costs and decrease other transaction costs. The One Office would also develop common services. As an increasing number of developing countries implement these four principles, they are tailoring them to their own needs. Some countries have added a 'fifth One' – Communicating as One, exhibiting once again that even in implementing 'Delivering as One' the principle of 'No One Size Fits All' is evident.

39. The Panel suggested that 'pilot' countries be designated to test this new method of work, to establish whether it would indeed result in stronger, better-performing United Nations on the ground. The countries which opted to act as pilots in coherence[3] began their work in January 2007. At the time of our appointment as Co-Chairs in January 2008 they had just completed a first year. Their primary focus in the initial year or so has been on putting in place the necessary structures and processes for implementation of this new approach, aligning the UN's development work with national frameworks and government priorities in each of the eight pilot countries. 2008 is the year of implementation and the UN Country Teams are working closely with their government counterparts to ensure that the 'Delivering as One' reform will live up to expectations. This approach is increasingly being applied by other developing countries which were not specifically designated pilots. Indeed, to varying degrees upwards of thirty developing countries are now implementing elements of this approach.

40. The new approach has brought significant and ground-breaking changes to traditional methods of work. It involved the agreement of One Programmes which were jointly prepared by the individual Governments concerned and the UN Country Teams. Drawing up these One Programmes involved taking the national priorities and identifying where the individual skill assets, knowledge and other resources of organisations, including non-resident agencies, in the UN system could best be brought to bear in supporting these priorities. It necessitated establishing One Funding mechanisms which pool additional extrabudgetary resources for the UN System at country-level to fund the unfunded gaps in the One Programmes. These mechanisms afford, for the first time ever to some of the Governments concerned, a comprehensive picture of the scope of assistance

[3] Albania, Cape Verde, Mozambique, Pakistan Rwanda, Tanzania, Uruguay, Viet Nam.

provided to their countries by the UN System. This allows Governments to exercise national leadership in the identification of priorities for UN support. They also are decreasing fragmentation, duplication and internal competition for resources among UN Funds, Programmes and Specialised Agencies.

41. The reform also established, in the countries concerned, 'One Leader' for the UN family at country level in the form of the Resident Coordinator. This empowered leader leads an empowered country team. S/he has been authorised to negotiate the One Programme with the host government and to shape the related allocation of funding, while being subject to a clear accountability framework and effective oversight mechanism and with authority in turn to hold members of the UN Country Team accountable.

42. Finally, One Office arrangements, where appropriate, should bring the UN family together both physically in One Office space and virtually through the harmonisation of business practices such as communications, information technology as well as the harmonisation of common services. This should increase efficiencies, decrease transaction costs and produce savings which in turn should be spent on programmatic development work.

i) The Co-Chairs' Visits to Countries which apply Coherence at Country Level

43. As Co-Chairs and over a period of months, we have visited seven of the eight 'pilot' countries including Albania, Cape Verde, Mozambique, Rwanda, Tanzania, Viet Nam and Uruguay. We also visited Malawi, one of the first of many other countries which have embraced the 'Delivering as One' approach.

44. In each of the countries we visited, we normally conferred in detail with the Heads of State or Government, Minister for Foreign Affairs, coordinating Ministers and Ministers having line or sectoral responsibilities, as well as autonomous regional leaderships, parliamentary leaders, the Resident Coordinator and United Nations Country Teams, Development Partners and representatives of Civil Society, etc. The high level of engagement on the part of the host governments reflected a universal interest in the work of the Assembly concerning 'Delivering as One'.

45. We were repeatedly struck by the great sense of urgency on the part of political leaders and senior officials in these developing countries as they address their pressing development challenges. Frequently, we sensed a desire on their part that the General Assembly develop a similar sense in finding a way for the UN to deliver development assistance more efficiently, more coherently and more effectively.

ii) Comparative Advantage of the Funds, Programmes and Specialised Agencies

46. In the course of our Co-Chairmanship, we also visited Heads of Funds, Programmes and Specialised Agencies in Geneva, New York, Paris, Rome and Vienna. During our meetings the Agency Heads acknowledged a need for a consistent, positive message to be imparted by the various Headquarters in the System, at all levels, to country and regional representatives concerning the advancement of 'Delivering as One' and a One Programme effort that is aligned to the priorities of programme developing countries themselves in observance of the principle of national ownership. They also acknowledged that a new sense of momentum and collaboration is evident among the various parts of the UN System as the advantages of a more coherent, effective and efficient UN at country level become apparent. Indeed, they themselves have contributed to this sense of momentum.

47. We were keen to convey to Agency Heads the view of member States from the outset; that 'Delivering as One' cannot be about attempting to create 'One Single UN', but rather it must be about maintaining the diverse and vitally important capacities of the individual Funds, Programmes and Specialised Agencies while at the same time harnessing these capacities so that they can 'Deliver as One' in a more efficient, coordinated, coherent and effective manner. Indeed, the Funds, Programmes and Specialised Agencies represent an enormous asset for the international community and are at the core of the UN's contribution to development

work. Any reform of the UN to make it more coherent must not sacrifice this wealth of diverse knowledge and expertise.

48. At the same time, the 'Delivering as One' approach will, ultimately, have implications and result in changes for the work of individual Funds, Programmes and Specialised Agencies on a country by country basis – where duplication is found, agreement will need to be reached to eliminate it. Similarly, where gaps are found, agreement will have to be reached on which Fund, Programme or Specialised Agency can most suitably fill these gaps. These are all aspects which will need to be addressed by concerned entities at headquarters level. The High Level Panel Report envisaged that there should be greater clarity as to what tasks should be carried out by which part of the UN System with consequent withdrawal from, or foregoing of activity in areas where no comparative advantage could be identified. This task would appear to be an essential part of 'Delivering as One' at country level and its implementation should continue to be rolled out at country level.

49. We were encouraged during our visits to Heads of the Fund, Programme and Specialised Agency to be told of the establishment of an Advisory Group of some thirteen agency Principals, supported by Assistant Secretaries-General. This inter-agency group which meets at Headquarters level has been established to assist in furthering coherence among the Funds, Programmes and Specialised Agencies and in addressing and resolving any problems or challenges which present themselves in advancing the 'Delivering as One' process at country level.

50. During our exchanges with Heads of Funds, Programmes and Specialised Agencies in New York, Geneva, Rome, Paris and Vienna we were informed that the new, inter-agency Advisory Group had served as a useful mechanism to discuss and resolve issues in a collegial, informal and efficient manner. Many Heads of agency were greatly encouraged by the progress made among all stakeholders on establishing clarity of mandate and comparative advantage, as well as collaborating on mutual areas of interest and business practice harmonisation. While it is accepted that more work needs to be done in numerous other areas, including in strengthening the firewall (see below), many have reported a 'change of mindset' among the Funds, Programmes and Specialised Agencies as the advantages and benefits of 'Delivering as One' are becoming clearer.

iii) Perceptions in the General Assembly of Progress to Date

51. On 28 March, 2008 in open informal plenary consultations, the Assembly took up consideration of the issue of 'Delivering as One'. At that meeting a number of member States outlined some of the concerns which they had at the time in relation to 'Delivering as One'. They insisted that the process must be voluntary and led by national governments. They would be opposed to any particular development model being forced upon member States. Any changes which were envisaged must be entirely voluntary. They also underlined that under no circumstances could they accept any new 'conditionalities' being attached to the delivery of development assistance. They underlined that changes underway must not simply deliver a better working method for the UN development System but it must deliver better development results for the countries concerned. Furthermore, many member States insisted that 'Delivering as One' must not simply be a cost-cutting exercise. Nevertheless, and despite these concerns, there was consensus among States that the 2007 TCPR resolution provides significant guidance for the way forward for the General Assembly as a whole in relation to the UN Development System's work. At the close of these open consultations, as Co-Chairs, we drew a number of conclusions including a factual observation that the Assembly was simply not prepared to accept, much less endorse, new 'conditionalities' for the delivery of aid through the UN Development System.

52. Also, during the 28 March open consultation, each of the eight pilots as well as several other developing countries which are applying the 'Delivering as One' approach took the floor and briefed the Assembly on their experience to date. Two months later, at the end of May, the pilots and other countries held an inter-governmental seminar hosted by the Government of Mozambique, in Maputo. The seminar took place in

accordance with paragraph 139 of the Assembly's consensus TCPR Resolution[4]. The participating developing countries adopted a Declaration giving their experience of the progress achieved to date in 'Delivering as One' as well as citing the challenges remaining. In this Maputo Declaration which has been circulated to UN member States in each of the six official languages of the United Nations the developing countries concerned formally request the General Assembly to encourage them in the path that they have voluntarily undertaken in embracing 'Delivering as One'. A copy of the Maputo Declaration is attached in Annex to the present report.

53. In brief, the declared experience of the developing countries directly concerned on the ground in implementing the 'Delivering as One' approach corresponds fully to the observations made by the Co-Chairs in their visits to these countries and in their engagement with the highest authorities there, as well as with the UN Country Teams, development partners and civil society. The same picture had emerged already in general terms in the Stocktaking Exercise regarding 'Delivering as One' which the Deputy Secretary-General undertook at the end of 2007. Progress so far on 'Delivering as One' is positive; it is in line with national priorities and development plans of the countries concerned; it has enhanced government-leadership and national-ownership; it is respecting the 'No One Size Fits All' principle and is being tailored to the specific needs of the countries concerned. The Maputo Declaration also indicates that the 'Delivering as One' process has led to increased availability of the UN System's mandates and expertise to meet national plans and priorities, including through increased involvement of the UN's non-resident agencies. The approach has led to decreased transaction costs for the governments concerned. Also in this context, progress has been achieved in promoting a more unified UN System approach to programming and funding its support to countries, through the One Programme and One Budget. One of the problems with the previously fragmented UN System was the internal competition for resources among the Funds, Programmes and Specialised Agencies. Experience of the new paradigm points to a reduction in this competition as resources for the One Programme are managed in a transparent and effective manner through the One Budgetary Framework, with any gaps being funded through the One Fund, a pooled fund.

54. Nevertheless, it is clear that challenges remain in the way of full application of the 'Delivering as One'. Constraints remain in the way of full application of the 'Delivering as One' initiative. The Governments of developing countries concerned have outlined that the UN System at Headquarters levels needs to redouble its efforts to support the UN System representatives in the countries concerned in implementing the reforms. Headquarters levels need to support the empowered Resident Coordinator, accelerate harmonised business practices and adapt regulations which will accommodate this paradigm shift to a new, more coherent and effective method of working.

55. Among the main challenges arising from the One UN Programmes at country level is that of striking the right balance between, on the one hand an 'inclusive' approach that draws on all available and relevant UN System capacities and, on the other hand the need for strategic focus and prioritising of UN System activities. We believe that the principle of national ownership and leadership can be of decisive help in striking the coherent balance in a three way partnership involving the Governments concerned, the UN country team and the development partners.

56. Another issue highlighted to us was the need to include line or sectoral ministries more fully in the planning and decision-making processes in 'Delivering as One'.

57. Allocation of resources under the One Fund requires the Resident Coordinator to have ultimate authority where consensus in the UN Country Team cannot be reached. As it was put to us 'good people can disagree'.

[4] A/61/208.

The vesting of such authority, by agreement of all concerned, in the Resident Coordinator represents a significant change in the manner of allocation of funds. Furthermore, the One Fund requires that development partners provide unearmarked funding to the UN's activities at country level, which may be a change in their traditional methods of work too. Once again, here, the progress can be facilitated by aligning with national priorities and leadership in a three-way partnership.

58. A number of member States were concerned that the programmatic functions of UNDP country representatives be segregated more effectively from those which are performed in Resident Coordinator mode on behalf of the entire System. Progress is being made in the so-called 'firewall', but further progress is needed. In answer to concerns expressed by some member States, UNDP Representatives were able to offer a degree of reassurance as to the recruitment process for Resident Coordinators (not least regarding the number of non-UNDP appointees). At the same time, there remains a concern over the small proportion of appointees fro entities beyond the four core Boards comprising the so called "Ex Copm", viz. UNDP, UNICEF, UNFPA and WFP. Here too, progress is being made but more is needed.

59. Joint Programming is at the core of 'Delivering as One' at country level. During our visits to the pilot countries it became evident to us that the main focus of the UN Country Teams' work in the first year of the pilot process was on designing and finalising these Programmes in close collaboration with the Government and other stakeholders. In most pilots the One Programme makes up a portion of the traditional UN Development Assistance Framework (UNDAF) which latter reflects the total work of the UN System in-country; however Rwanda is an important exception among the pilots where the One Programme already makes up 100% of the UN's work there. The One Programme in Malawi (not a pilot per se) also makes up 100% of the UN's work in that country. Once again, we can observe differentiated and flexible application of the 'Delivering as One' approach in response to individual national circumstances and priorities.

60. The numerous advantages of the One Programme were outlined to us during our visits. It has increased UN Country Team partnership with the government and has aligned UN activities much more fully behind national priorities. The One Programme has reduced significantly the traditional burden and time on national administrations in developing countries caused by having to engage in a fragmented manner with a proliferation of UN entities. With national ownership as the starting point, we heard that developing countries themselves felt more empowered when dealing with a coherent UN Country Team than was the case with a fragmented System of powerful individual agencies which sometimes, in the past, had had the cumulative effect of overwhelming the State administrations concerned. The One Programme has also increased the involvement of non-resident agencies' expertise. Apart from the positive feedback from the pilot country Governments, UN Country Team members from right across the development System also told us that they had found the Joint Programming exercise beneficial as they now have a clearer picture of the areas of expertise that the other Funds, Programmes and Specialised Agencies bring to the UN Team.

61. As was acknowledged by the Governments concerned in the Maputo Declaration, any assessments made as of mid-2008 are interim in nature and a full picture of the benefits of, or challenges posed by 'Delivering as One' and One Programmes will only come once these One Programmes have been implemented to a much greater extent. We are half way through the second year, which is the first year of implementation. Nevertheless, the messages we are hearing are preponderantly positive.

62. Furthermore, it has been consistently been pointed out to us that for 'Delivering as One' to be successful there must be an empowered and able Resident Coordinator at the head of an empowered UN Country Team.

63. While all the pilots we visited had excellent Resident Coordinators and led Country Teams which were consistently hard-working, professional and committed to improving the UN's work in the country concerned, members of many Teams emphasised that the status quo relies too much on the personality of the Resident Coordinator and his/her colleagues. They noted that the role of the Resident Coordinator needs to be further institutionalised within the System, with the appropriate authority, resources and accountability framework. Codes of Conduct are being finalised at country level, but progress needs to be made in finalising a Code of

Conduct at global level to consolidate and strengthen the Resident Coordinator role. Dispute resolution mechanisms also need to be strengthened at headquarters level.

64. Guidelines have been developed at headquarters level with the UN Development Group (UNDG). These indicate that the Resident Coordinator has ultimate decision-making power on budgetary matters when consensus agreement on issues cannot be reached. As Co-Chairs, however, we have heard in the course of our consultations that this is not always adhered to at country level. It is important that Guidelines which empower the Resident Coordinator as the head of the UN country team are supported and implemented across the System in order to maintain coherence.

65. It is important indeed as a general proposition that the role of Resident Coordinator should be fully supported by the Headquarters of the Funds, Programmes and Specialised Agencies of the UN System. In our meetings with Heads of the Funds, Programmes and Specialised Agencies we were encouraged that some of our interlocutors are introducing support for 'Delivering as One' and enhancing coherence in the UN among the performance evaluation indicators for relevant officials, including their regional and country level representatives. This is a significant positive step towards encouraging and rewarding those representatives at country level who are working to make the UN more coherent.

66. Another recommendation of the 2006 High Level Panel Report was the establishment of One Budgetary Framework for the One Country Programme, reflecting all contributions, which would not constitute a legal constraint on the spending authority of the Funds, Programmes and Specialised Agencies. It recommended that the development partners should increasingly pool their funding contributions at the country or headquarters levels. In countries where there is a One Country Programme in place, the Panel enjoined the development partners increasingly to refrain from funding country-level interventions which are outside that country's One Programme.

67. Generally speaking, the One Budgetary Frameworks at country level are in the early stages of operation in the pilot and other countries which are applying the 'Delivering as One' approach. It has been reported by several of these countries that the new approach has already attracted new and additional resources from development partners in support of the One UN programme in-country. UN Country Teams in such countries have underlined that the One Fund, as a funding mechanism for the One Programme, has decreased the need for individual agency resource mobilisation and has decreased inter-agency competition. They point out that the One Fund will allow the UN Country Team and the Resident Coordinator to focus on programmatic work and make strategic choices for the use of funds. It is also expected that the One Budgetary Frameworks for a One Country Programme which is government-driven and in line with national priorities, by its very nature, can represent over time an attractive option that will continue to attract additional funding.

68. This has been echoed by the messages which we, as Co-Chairs, have heard from numerous development partners. These partners have indicated that they have committed funds to the One Programme, through the One Budgetary Framework, which are over and above their usual contributions to the UN System in a number of pilot and other countries. Some development partners are exploring with the national governments of concerned developing countries the possibility of including a section in their bilateral aid agreements providing support to the One UN Programme. This would ensure consistent, multi-year funding to these programmes. At the same time, and positive messages from some pilot and other countries notwithstanding, we have heard that other such countries have yet to attract adequate funding to sustain their One UN Programme. We have heard appeals, therefore, for those partners which support 'Delivering as One' to ensure that adequate and appropriate funding continues to be made available, so that this process is able to succeed.

69. There is a broad consensus among member States that the System-wide Coherence process should not be simply a 'cost-cutting' exercise. This has been underlined in the TCPR Resolution where member States called upon the United Nations Funds, Programmes and Specialised Agencies to ensure, to the extent possible, that savings resulting from reduction in transaction and overhead costs accrue to development programmes in programme countries. In this way as in others, 'Delivering as One' should deliver more.

70. The High Level Panel Report suggested that the reform savings should be channelled back into the System through mechanisms, such as an Empowerment Fund. As indicated elsewhere, there is in fact little or no appetite among member States for the creating of new inter-governmental mechanisms.

71. Member States have also generally expressed the view that savings would more usefully be redeployed into programmatic work in the country where the savings were made. This would provide direct gains for the country which had helped to realise the savings and could also provide a further incentive to reduce unnecessary and wasteful operational costs, for direct benefit to the development programme.

72. In our visits to the pilot Countries, as Co-Chairs, we were encouraged to see that savings generated through the implementation of 'Delivering as One' particularly the establishment of a One Office and related sharing of common services, have, in some cases, already been reinvested into programmatic work. This has occurred in Mozambique and Cape Verde. However, it has been pointed out to us that currently this practice is ad hoc and needs to be regularised and given structure. While there is recognition among the Funds, Programmes and Specialised Agencies that the member States would wish such savings, where possible, to be reinvested in the country concerned the necessary changes in statutes, regulations and auditing practices have yet to be made to make this possible.

73. Work ought to be advanced among the UN Funds, Programmes and Specialised Agencies at the Headquarters level to allow the UN Country Team, in close coordination with the concerned government, to identify the best ways and means in which operational, and to the extent possible, administrative savings can be ploughed back into programme budgets in-country, so as to implement the requests outlined in TCPR paragraphs 104b and 114. The necessary flexibility should be shown to respond to the progress achievable under 'Delivering as One' as well as to provide an incentive towards greater effectiveness.

74. Finally, in countries where the One Office arrangements have been implemented significant savings have already been realised. The One Office in Cape Verde released resources which were spent on training UN staff and Cape Verdeans. In its first year of existence, the One Office in Praia cost 25% less than the total separate cost of the participating offices in the preceding year. Similarly, the One Office plans in Mozambique have resulted in significant cost savings. The plan to create the first carbon neutral Green 'One UN' Office in Hanoi, Viet Nam will result in significant savings in energy and other costs and is expected to set a benchmark as the most environmentally friendly office building in the ASEAN Region.

iv) The Situation of Middle Income Developing Countries

75. The 'Delivering as One' reform concerns the response of the United Nations System to rapidly evolving dynamics in the international development environment. The ways in which multilateral aid is delivered are undergoing important changes. If 'Delivering as One' is to realise its full potential it must continue first and foremost to recognise the particular needs of developing countries themselves and continue to be guided by the principle of national ownership and leadership. By way of joint programming, etc. it must continue to align the System's multilateral activities to the priorities, strategies, policies and plans of those countries - through a three-way partnership embracing the authorities of the programme developing countries concerned, the UN family of agencies and the development partners, viz. "donors".

76. About half of all United Nations member States are now middle-income developing countries. Although the High Level Panel Report of 2006 did not address the challenges which are specific to middle income countries (MICs), the General Assembly expressly recognised their needs in its consensus resolution 17 of December 2007 embodying the Triennial Comprehensive Policy Review (TCPR) which gives operational guidance to the broad United Nations Development System for the period 2008 through 2010. The current TCPR recognises in particular that middle-income countries still face significant challenges in the area of poverty eradication and that efforts to address these challenges should be supported in order to ensure that achievements made to date are sustained, including through support to the effective development of comprehensive co-operation policies.

77. Of the eight pilots, Albania is a middle income country that is strongly focussed on realising its national objective of progressive integration with the European Union. Cape Verde has graduated to middle income status in the past year or so, whilst Vietnam is hoping to do so in the coming year or two. Uruguay is a longstanding middle income country that in the mid-twentieth century had one of the best placed economies in the world. As indicated elsewhere, we were informed authoritatively by each of the four governments that the 'Delivering as One' process underway in their respective countries is respecting national ownership and leadership and is ensuring, to an unprecedented degree, alignment on the part of United Nations System development activities there with their own national priorities and plans.

78. We understand that the term "middle income country" was originally defined by the World Bank some three decades ago and was used to classify countries, based largely on Gross National Income (GNI), as part of the Bank's lending strategy. In our consultations with concerned States and other actors, we heard frequently about limitations on the usefulness and value of the term Middle Income Country in identifying and addressing the true development needs of such countries. These countries are often subject to critical vulnerabilities which affect their economies, institutions and societies at large. Many of them are particularly susceptible to dramatic external shocks from global and regional economic factors. While sometimes enjoying strong economic and social progress, they can be vulnerable also to sharp regression involving serious economic and social instability. Some of the middle income countries find themselves in such a state of vulnerability to external shocks that they regard themselves more as "borderline" countries.

79. In examining the challenges facing middle income countries further, the Co-Chairs noticed that middle income countries can be affected by high levels of poverty. For example, of the some 373 million inhabitants of South America – all of whose countries are in the middle income category – around 130 million are poor and of these in turn, approximately 89 million live in the five "upper middle income" countries of the continent, viz. Argentina, Brazil, Chile, Uruguay and Venezuela. The term "middle income" can have inadequate regard to such realities whilst at the same time underestimating structural and institutional weaknesses and gaps in capacity.

80. Those middle income countries which have embraced the 'Delivering as One' approach are very often focused on sustaining their engagement with the UN System and the development partners so as to strengthen, through policy advice and other instruments, their national capacities to address the very real challenges mentioned above and many more besides. We detect a widely shared view among the membership that there is a need for the UN development System to address, in a more coherent and dedicated manner, the problems that affect middle income countries and to put in place the necessary conceptual clarity and organisational arrangements. These countries call for the UN system to promote South/South cooperation more.

81. A sizable proportion of the many countries which are voluntarily stepping forward to embrace the 'Delivering as One' approach to coherence are in the middle income category. Through continued adherence to the principle of national ownership and leadership, the 'Delivering as One' process overall will therefore bring to light in the years ahead important experiences and lessons for addressing more effectively the needs of such countries. Consequently, it may be valuable for the independent evaluation of 'Delivering as One' which the TCPR has anticipated for late 2009 to focus at some length on the lessons learned in respect of middle income countries.

v) Monitoring and Evaluation

82. The 2007 Triennial Comprehensive Policy Review (TCPR) Resolution of the General Assembly foresees two levels of evaluation:

a) an evaluation by the 'programme country pilots' of their own experiences. These countries would also exchange their experiences. The Secretary-General has been encouraged by the Assembly to support the pilots in all of this with the support of the United Nations Evaluation Group (UNEG); and

b) in addition, the Assembly emphasises the need for an independent evaluation of lessons learned from the voluntary efforts to improve coherence, coordination and harmonisation in the United Nations development System, including at the request of some 'programme country pilots'. This independent evaluation will be for consideration by member States.

83. With regard to the first level of evaluation, (a) above, we met with representatives of the United Nations Evaluation Group(UNEG), in late May and were informed of the following. UNEG's work in this connection has concentrated on making sure that the necessary information systems, benchmarks and baselines are in place. To this end, it has undertaken a mission to the pilot countries and drawn up an 'evaluability report' on each one of them. These reports will be synthesised into a compilation report which will be posted on the UNEG website (http://www.uneval.org/) shortly. In the course of this exercise, UNEG was able to provide guidance to the governments of the countries concerned and to the UN Country Teams on the ground concerning monitoring and evaluation mechanisms. UNEG's guiding principles were that all monitoring and evaluation should take place in line with national priorities and be based on national monitoring and evaluation mechanisms, while adhering to the highest international standards.

84. The Maputo Declaration of 23 May 2008 issued by pilot and other countries which are applying the 'Delivering as One' approach underlines that the conduct of the first evaluation exercise at (a) above, is an effort to be jointly overseen by the countries concerned and the United Nations System.

85. The second level of evaluation, the independent evaluation that would come to member States for consideration (b) above), will focus on lessons learned in the 'Delivering as One' efforts overall. This is an exercise that can hardly reach completion before the end of 2009. One could imagine that an assessment of the processes involved might be achieved by then, but that it would take more time to evaluate definitively the development outcome of the 'Delivering as One' approach.

86. During the informal plenary consultations on 'Delivering as One' many member States stressed the need for the independent evaluation of 'Delivering as One' to be assuredly independent. Member States have also made clear that the 'Delivering as One' process should result in improved delivery of development assistance to the country concerned. It was stated that any final evaluation must address development results in order to provide a clear picture of the 'Delivering as One' reform and its effects on the development process in-country. It was also stated that any evaluation or change at central level should not interfere or restrain the ability and sovereignty of national governments to undertake development work, in line with their national priorities.

87. For our part as Co-Chairs, we have expressed the view that if member States in the General Assembly are to sign off on the future independent evaluation of 'Delivering as One' that is foreseen in the TCPR, then the Assembly will as a practical matter need to be content, going forward, with the methodology and conduct of this evaluation. For this reason, we would suggest that early in the 63rd Session, the membership receive a first briefing in open informal plenary consultations on what is contemplated in that regard.

88. The Joint Inspection Unit (JIU) too has taken an interest in these matters.

vi) 'Delivering as One' and the Harmonisation of Business Practices

89. At central level the work of harmonising the business practices of the UN System has been ongoing for many years in various fora. In the context of the Chief Executives Board (CEB), under the Chairmanship of the Secretary-General, these matters are assigned to the High Level Committee on Management (HLCM). This Committee leads the work in implementing the requirements of the General Assembly, through the Fifth Committee and other bodies, to harmonise business practices across the system. It is currently chaired by Ms. Thoraya Obaid, Executive Director of UNFPA.

90. In April 2008 the CEB approved, within its own prerogatives, an extensive package of measures designed to harmonise business practices across the System. The package had been elaborated and agreed,

System-wide in the High Level Committee on Management (HLCM). The package of measures is of an inter-disciplinary nature and covers all major management functions of United Nations System organizations including human resources, procurement, information & communication technology, finance and budget. The package would evolve to include projects that have not yet been developed, such as the creation of an independent System-wide capacity for evaluation and initiatives in the area of legal affairs. The aim of CEB members is to have some of the measures accomplished within nine months, with the most complex ones taking two to three years for completion.

91. In order to apprise the entire membership of the exact nature of the projects proposed we arranged for an open briefing session to take place on 13 June. Ms Obaid, as Chairwoman of the HLCM gave the briefing and was supported by Mr Adnan Amin, Director of the CEB. They provided a detailed written and oral explanation of the various aspects of the package. The General Assembly would benefit from further briefings from time to time on such aspects of the work of the CEB.

IV. Funding for Coherence at Global and Country Level

92. The 2006 High Level Panel Report recognised the need for increased and improved funding for the United Nations both at country and global level. Specifically, the Panel was of the view that "inadequate and unpredictable funding of the System also contributes to fragmentation, undermining the multilateral character of the United Nations. The exponential growth of extra-budgetary (non-core) versus core resources has encouraged supply-driven rather than demand-driven approaches to assistance, undermining the principle of country ownership. Lack of donor coordination and competition for non-core resources among United Nations agencies squander significant time and effort on fund-raising, undermining the ability of the United Nations to make long-term strategic decisions that would deliver more effective results.'

93. The General Assembly for its part, has recognised this in the TCPR Resolution of 2004 and again in the TCPR Resolution of December 2007. In a key consensus paragraph that brings together a number of crucial concepts, the latter 'emphasises that increasing financial contributions to the United Nations Development System is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations Development System, achieving concrete results in assisting developing countries to eradicate poverty and achieve sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations Development System'.

94. This consensus position of the Assembly formed an important part of the context to our work as Co-Chairs. With the agreement of the broad membership we have not strayed into the macro-level debate concerning global spending on Overseas Development Assistance (ODA). This is being addressed in a separate, if parallel facilitation exercise in the Assembly under the leadership of the distinguished Permanent Representatives of Egypt and Norway. Essentially, for our part, we have focused on the Funding-related elements of the 2006 Panel Report.

95. The view in general among States is that sufficient, timely and predictable funding at the country level must be mirrored by sufficient, timely and predictable funding at global level. As the TCPR stressed, core resources, because of their untied nature, continue to be the bedrock of the operational activities for development of the United Nations System. It is of great concern to the broad membership that the share of core contributions to the UN Funds, Programmes and Specialised Agencies has declined in recent years. In all our consultations it has been clearly pointed out to us that core funding is essential to sustain the continued basic capacity of the UN System. Furthermore, increases in core funding must complement adequate funding of the UN's work at country level. There is a natural and understandable concern among Funds, Programmes and Specialised Agencies that funding of 'Delivering as One' must not be at the expense of core at global level.

If we are to build a UN which is strong, flexible and efficient we need to ensure that it is adequately resourced, both at central level and at country level.

96. The 2007 consensus TCPR resolution urged the development partners and other countries in a position to do so to increase substantially their voluntary contributions to the core/regular budgets of the UN development system, in particular its Funds, Programmes and Specialised Agencies, and to contribute on a multi-year basis, in a sustained and predictable manner. At our open informal plenary consultations on 7 April, member States stressed the need for the fulfilment of all commitments in relation to funding of the UN System, including the need to address the current imbalance between core and non-core funding. While increased core funding can incentivise commitment to greater coherence, the UN System and development partners must ensure that there is neither the appearance nor reality of a pattern of funding which suggests that those developing countries which do not choose to participate in 'Delivering as One' are deliberately disadvantaged as a consequence. In this, as in other respects we are unable to visualise the Assembly countenancing arrangements which may be seen as amounting to 'new conditionalities' over the delivery of assistance through the United Nations Development System.

97. The High Level Panel also noted that the assessed contributions for the Specialised Agencies have not increased in years, which has left them having to rely on voluntary funding for core activities. This matter was also raised at our consultations on Funding where numerous member States supported a review of the assessed funding of the Specialised Agencies to enable them to continue their work on global norms and standards. They called for an assessment of whether the current policy of zero real growth is adequate. It would seem therefore important, if there is to be real incentive for the participation of all parts of the UN System in greater coherence, that this policy be re-examined in light of encouraging greater commitment to coherence and less reliance upon voluntary funding.

98. The 2006 Panel also recommended establishing a Millennium Development Goal Funding Mechanism, which would coordinate overall resource flows, enabling global oversight of funding available for contributions to the One Country Programme. However, in our consultations member States have generally felt that there was a lack of clarity concerning the need for such a fund and its specific implications. They were keen to stress that any new funding mechanisms should focus on funding all aspects of work that the UN is mandated to do, not simply the work relating to achievement of the Millennium Development Goals (MDGs). Let us recall once again that in line with the general views expressed, the membership are also keen to avoid the establishment of any new, overarching and additional mechanisms as these could risk simply adding new layers of process.

99. The membership may wish to declare anew much of the foregoing and continue consideration of the important issue of Funding, particularly in light of the outcome of the meetings of the Assembly related to the Millennium Development Goals scheduled for September, 2008.

V. Governance Aspects

i) Overview

100. The 2006 High Level Panel maintained that 'effective governance is at the core of coherence.' Improved Governance structures are central to the improved efficiency, coherence and effectiveness of the UN System. This is important at both the country level, where an empowered Resident Coordinator, at the head of an empowered UN Country Team, is critical to the Team's success, as well as at Headquarters level where existing governance and decision-making processes can be improved and may need to be adapted to deal with the new One Programmes which emerge from 'Delivering as One'.

101. Many member States have expressed concern at the short-term feasibility of the recommendations of the High Level Panel Report on Governance. In particular, many member States made the point that the specific

changes envisaged by the Panel would have substantial implications for existing governing bodies and ECOSOC and would need careful consideration.

102. Many States felt it of crucial importance that the work at country level, which is government-led and aligned with national priorities should in no way be hindered by changes at central or headquarters level. Any changes at headquarters level should, on the contrary, enhance the UN development System's ability to support the developing countries in implementing their national priorities and assuring greater effectiveness in the delivery of UN programmes. Any changes at headquarters level must also be flexible, and accord with the reality that 'No One Size Fits all'.

103. Any approach that sought to design a new System of inter-governmental governance from the top-down would be unlikely to prosper. At the same time, an emerging new approach, embodying 'Delivering as One' at country level is being applied by a large and growing numbers of developing countries. Bottom-up, this process creates a need for suitably adapted headquarters and regional arrangements to which an emerging new paradigm at country level can relate and align.

104. It appears to us essential that an appropriate balance is to be struck between providing adequate intergovernmental oversight of the System's development priorities and objectives, while respecting the voluntary, nationally-led nature of the coherence process and the respective mandates of the Funds, Programmes and Specialised Agencies.

105. At central level, member States felt that the implementation of some of the recommendations of the 2006 Panel Report could result in duplication, given that the strengthened ECOSOC has established both the Annual Ministerial Review and the Development Cooperation Forum as high level fora for strategic guidance on sustainable development.

106. Specifically, while it is clear that the new and emerging 'One Programmes' will need to be dealt with effectively and efficiently at global level, the Panel's proposal for creating a Sustainable Development Board was felt by many to be duplicative. It received little or no support. While the current arrangement, which sees One Country Programmes being tediously dismantled into their constituent parts and approved separately by the various Boards of the Funds, Programmes and Specialised Agencies is far from optimal, there was little support for the creation of a Sustainable Development Board to fill this role. Many member States felt that it could be more useful to adapt existing structures such as ECOSOC, perhaps in coordination segment or in the operational segment. The Annual Ministerial Review could provide an opportunity to discuss the progress in 'Delivering as One'. These options need to be discussed and explored in more detail by member States as the reality of the 'Delivering as One' programmes becomes evident.

107. Since the 2005 World Summit Outcome, work has been undertaken to strengthen ECOSOC, to enhance its capacity as the main policy-making body of the UN for economic and social development issues. The 2007 TCPR resolution also requested that the Secretary-General report on an annual basis to the ECOSOC on numerous aspects which relate to improving the efficiency and effectiveness of the UN. It requested that the Secretary-General report on the functioning, selection and training process of the Resident Coordinator system. It requested the executive boards and governing bodies of the United Nations Funds, Programmes and Specialised Agencies to assess the progress achieved including costs and benefits, in the area of simplification and harmonisation of United Nations development system at the global, regional and country levels. The governing bodies were also requested to analyse the potential impacts on development programming and report to ECOSOC on an annual basis.

108. At this year's substantive meeting of ECOSOC, the Maputo Declaration was presented to the member States at a side event hosted by the Government of Mozambique and was acknowledged in the resolution adopted by ECOSOC on the operational segment.

109. The work of the United Nations at regional level was not the subject of extensive discussion during our consultations on Governance. However, during our visits to developing countries, it was made clear to us that there is a need to clarify the role of regional level management and to encourage the latter to provide more support to the UN Country Teams on the ground as these advance a more coherent and more effective approach. It was felt that regional presences of the UN need to be streamlined and harmonised so that they can be utilised to their full advantage.

110. At the CEB meeting in late October the United Nations Development Group (UNDG) was officially incorporated into the Chief Executives Board. This group, which is chaired by the Development Coordinator, serves as the central coordinating mechanism for the United Nations operational work in development. It fulfils many of the roles envisaged by the Development Policy and Operations Group.

111. At its meeting in April 2008, the CEB incorporated into its structures a thirteen member Advisory Group at the level of Principals and Assistant Secretaries-General. This group has emerged from the much closer collaboration among Funds, Programmes and Specialised Agencies at Headquarters levels that had been necessitated by the evolving 'Delivering as One' arrangements at country level.

ii) Relationship between the UN and the Bretton Woods Institutions

112. There is broad consensus among member States that increased collaboration and coordination is needed between the United Nations System and the Bretton Woods Institutions. The High Level Panel Report of 2006 included this in its recommendations. The General Assembly called for this in its Triennial Comprehensive Policy Review (TCPR), 2007. The Assembly invited the United Nations System and the Bretton Woods Institutions to explore further ways to enhance cooperation, collaboration and coordination including through greater harmonisation of strategic frameworks, instruments, modalities and partnership arrangements, in full accordance with the priorities of the recipient Governments.

113. As Co-Chairs we visited the senior management of the World Bank and the International Monetary Fund in Washington D.C. in June 2008. At the World Bank we conferred with Ms Ngozi Okonjo-Iweala, Managing Director, while at the IMF we met with Mr Murilo Portugal, Deputy Managing Director. Both representatives were expressly supportive of further collaboration with the United Nations System both at country level and at global level, provided this is well-conceived, pragmatic and results-oriented.

114. Increased coherence, enhanced effectiveness and coordination, the elimination of duplication and overlap and alignment with national priorities are already important for all actors in development at country level, including the United Nations. Greater coherence and effectiveness on the part of the United Nations Development System will, in our assessment and on the basis of what we have heard, inevitably presage much closer collaboration and complementarity between the work of the System and that of the Bretton Woods Institutions. Furthermore, a more coherent and effective United Nations System can provide leadership among other development actors and be a more valuable partner for governments in advocating and leveraging additional resources to meet their national priorities. Mozambique cited to us its own positive experience in this regard.

115. The World Bank and the International Monetary Fund (where they are represented on the ground) are normally members of the UN Country Teams in all programme countries, even if they are less centrally engaged than the UN Funds, Programmes and Specialised Agencies. In the course of our visits to pilot countries we were struck in particular at the increased collaboration between the UN System's Country Team and the World Bank representative in Albania. There the Bank Representative, while promoting the Bank's own priorities, was described as a 'key member' of the UN Country Team. The Bank and the UN are working together with the Government of Albania on numerous projects in that country. While we did not see widespread, increased collaboration in the other countries we visited, in many places members of the UN Country Team pointed to the potential which exists in this direction as the 'Delivering as One' process develops further. In Tanzania there has been discussion about the World Bank representative having access to the One

Office of the UN Country Team on a cost-sharing basis. Some of the UN agencies already have highly developed country and regional level collaboration with the Bank, in particular. The Bretton Woods Institutions naturally tend to embrace the UN System expertise and experience, the more that peace, security and stability considerations come into play. As Co-Chairs, we understand that the United Nations and World Bank are developing partnership documents, designed to institutionalize principles of collaboration, consolidate gains and further strengthen the relationship in a number of critical areas. These documents include a UN-World Bank partnership framework on crisis and post crisis collaboration, a UNDG-World Bank operational partnership note, and a UNDG-World Bank fiduciary framework.

116. We look forward to more progress in this regard and hope that the World Bank and the International Monetary Fund will encourage their representatives at country level to engage even more with an evolving UN Development System, where this is likely to avert overlaps, increase synergies and – most importantly - benefit the developing countries concerned.

117. There is also broad acknowledgement that there should be increased collaboration between the Bretton Woods Institutions and the United Nations System at global level. Such increased collaboration is already being furthered in various different settings, including at the Chief Executives Board level (CEB). As one example, the CEB has recently established the Secretary-General's Task Force on Food Security to address the global food crisis. It brings together the relevant entities in the UN System with the full and active participation of the Bank and the Fund and the personal engagement of their leadership.

118. The relationship between the UN System and the World Bank and the International Monetary Fund will also be discussed at the Follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus which will be held in Doha, Qatar, from 29 November to 2 December 2008. Consequently, this overarching relationship is being addressed in the General Assembly facilitation which is chaired by the distinguished representatives of Egypt and Norway. These are all important and ongoing areas of increased collaboration with the Bretton Woods Institutions, although they are not necessarily directly related to the increased collaboration in the context of 'Delivering as One'.

119. Our approach as Co-Chairs on System-wide Coherence has all along been a pragmatic and 'bottom-up' one. We have eschewed any 'top-down' approach that might, for example, in this instance seek ab initio to re-draw institutional structures or significant inter-institutional relationships. However, desirable this may be, it hardly seems a practicable proposition at this time.

120. It will be clear, however, that there is considerable potential for closer engagement between the United Nations System and the Bretton Woods Institutions. Without doubt, there is a willingness on the part of the Bank and the Fund to engage on this basis more closely with the United Nations System in the field of development. During the 63rd Session of the General Assembly, it could be valuable to explore with the Bretton Woods Institutions the potential in this direction in a pragmatic and results-oriented manner. The more pragmatic and results-oriented such efforts are, the more likely they will be to register progress. It is essential that greater operational coherence and collaboration between an evolving United Nations Development System and the Bretton Woods Institutions should be appropriately and indeed, optimally linked up with the policy coherence being pursued at global level.

VI. Gender Equality and Women's Empowerment

121. From the outset, Gender Equality and Women's Empowerment has been highlighted to us as Co-Chairs by member States from all regions as an issue of priority importance. It is an issue of high significance for all States. While it has central relevance to the UN's work in the field of development, it has much broader scope and impact – not least in the normative area – for all States, regardless of their stage of development. No member State of the United Nations can boast that it has fulfilled all of the agreed international targets and,

therefore its own internationally-given commitments in regard to Gender Equality and Women's Empowerment.

122. At open informal plenary consultations held on 16 May 2008, a consensus among member States recognised the strong normative acquis of the United Nations System in relation to Gender Equality and Women's Empowerment. This is based, inter alia, on the United Nations Charter, Resolutions of the General Assembly, of ECOSOC and of the Security Council as well as the Beijing Declaration and Platform for Action, the Outcome Document for the Cairo Conference on Population and Development and the Convention on the Elimination of the Discrimination against Women. However, it was made equally clear by States and by the relevant parts of the United Nations System itself, that within the System there are gaps in coherence, authority, accountability and resources in addressing this important area and not least in assisting States to bridge the space between their international commitments and national performance in this area.

123. In order to get a clearer picture of the nature and extent of the gaps and overlaps in this key area of the System's work, the membership as a whole on 16 May requested that we ask the Secretary-General for a paper which would take account of the many views expressed by the member States and help them to pursue discussion on the substantive, programmatic aspects of Gender Equality and Women's Empowerment. This request was conveyed to the Secretary-General by the President of the General Assembly. In response, the Secretariat supplied a paper for the membership on 6 June. This brought into focus a shared analysis of the current situation as to the System's delivery on its many mandates in the area of Gender Equality and Women's Empowerment. It emerged from a collaborative exercise by various entities in the System under the leadership of the Deputy Secretary-General. It addressed the normative and operational aspects of Gender Equality and Women's Empowerment and the linkages between them. It reflected the strong sense among member States that the System suffered from important gaps in the areas of coordination and coherence, authority and positioning, accountability and human and financial resources. The paper formed a useful basis for a further discussion among the membership which took place on 16 June in the General Assembly.

124. In the informal plenary consultations of the Assembly held on 16 June, there was an unmistakeable and broad-based momentum to address further the manifest weaknesses of the United Nations System in relation to Gender Equality and Women's Empowerment. In light of this second, lengthy exchange of views and in order to facilitate further progress on how to improve and strengthen the institutional dimension of Gender, the broad membership agreed that we should request from the Secretary-General a further paper. This would present in a non-prescriptive manner a range of institutional options on how best to re-organise the Gender-related bodies in the System so that these might perform and deliver much more effectively than they do at present. As Co-Chairs, we specifically asked that this, further paper provide a comprehensive and comparative assessment of each of the institutional options it might posit and of their implications. It would need to take into account the questions and concerns raised by member States. It would help to give further focus to the Assembly's continuing discussions. Once again, this desire on the membership's part was conveyed to the Secretary-General by the President of the Assembly. It is anticipated that the institutional options paper will be in the hands of the member States at the same time as the present report, in the penultimate week of July.

125. The Gender Equality and Women's Empowerment aspect of System-wide Coherence has broad and indeed universal relevance to all member States. It is important to the matter of development, but it goes far beyond development in its scope. Generally speaking, the broad membership has been keen for the Assembly – before it enters decision-making mode in this, 62nd Session – to consider the issue of Gender alongside others which were highlighted by the 2006 High Level Panel Report.

126. The institutional options paper being provided by the Secretary-General, taken together with the present report, should complete the substantive picture for member States. With both these elements in hand, member States will be in a position to consider, in an intensive and expeditious manner and as from late August/early September, how the Assembly may wish to move forward, in the current 62nd Session, on this issue of universal importance.

VII. Environment, Humanitarian Assistance and Human Rights

i) Overview

127. The 2006 High Level Panel Report included a large number of recommendations in the areas of humanitarian assistance, the environment and human rights - each of which is of central importance to the work of the United Nations as a whole.

128. At the same time, in our consultations with member States and other stakeholders we found little appetite or interest in prioritising specifically within these inter-governmental consultations on System-wide Coherence the issues of environment, humanitarian assistance and human rights. This is because some of the Panel's recommendations are being followed up in other contexts and fora, whilst others (not least some in the humanitarian area) are effectively implemented. Moreover, it is clear to us as Co-Chairs that in refraining from prioritising particular issues in the System-wide Coherence context, some interested member States have sensed that the present framework may not be the most propitious or fruitful one in which to ventilate and seek for progress on the issues concerned.

129. In light of the considerations set out here, in order to facilitate a sharper focus on a number of priority issues and to avoid duplication and misdirection of effort, the Assembly appears ready definitively to set aside from this particular strand of inter-governmental consultations, viz. System-wide Coherence, the issues of environment/ environmental governance, humanitarian assistance and human rights. Naturally, all agreed mandates and programmes concerning the environment, humanitarian assistance and human rights remain fully in place and strong efforts will continue to have these faithfully implemented by all concerned.

ii) Environment

130. The High Level Panel recommended that issues concerning the environment, which is one of the pillars of sustainable development, should be streamlined and made more coherent. Its recommendations on the environment are largely being addressed in the context of the ongoing consultations on International Environmental Governance (IEG), under the Co-Chairmanship of the distinguished Permanent Representatives of Mexico and Switzerland, as well as in other active fora. A preponderant view among member States is that environment related aspects of the Panel's Report should for the most part continue to be discussed in the context of the IEG consultations and elsewhere. While, as Co-Chairs on System-wide Coherence consultations, we have not entered into detail on the environmental aspects of the Panel's report, this should not be taken to imply a view that environment-related work being carried out at country level should be excluded from the 'Delivering as One' process or from efforts at enhanced coherence. It is simply the case that no appetite is detectable among member States to pursue the Environment in the inter-governmental consultations on System-wide Coherence which we currently chair.

iii) Humanitarian Assistance

131. Similarly, there have also been recent reforms in the area of humanitarian and recovery work of the United Nations. The Office for the Coordination of Humanitarian Affairs (OCHA) reports that real progress has already been made in the implementation of the recommendations in the High Level Panel Report on humanitarian issues and recovery. This represents progress towards ensuring that there is one overall strategic framework for humanitarian response in a given country, in support of national efforts, as well as one agreed country-level monitoring and evaluation system.

132. The aim of these reforms is to improve the efficiency and cost-effectiveness of humanitarian programmes. Since 2006 the United Nations has launched a series of initiatives aiming to enhance the coordination of emergency humanitarian response. These have focussed on four areas: capacity and coordination at country level; leadership; partnerships; and predictable and equitable humanitarian financing.

Strengthening the leadership at country level has also been addressed with various initiatives to buttress the humanitarian coordinator role.

133. To strengthen partnerships and address the fragmentation highlighted in the Panel Report, the Global Humanitarian Platform (GHP) brings together United Nations and non-United Nations humanitarian organizations. The aim is to enhance the effectiveness and coordination of humanitarian assistance and to strengthen the capacity of local non-governmental organisations.

134. In relation to funding, the speed, equity, effectiveness and predictability of financial resources for humanitarian assistance have all been improved through the establishment of several funding mechanisms. These include 'pooled funds' such as the Central Emergency Response Fund (CERF) at the global level, which has 2008 pledges amounting to some $ 431.3 million, of which $414 million has been contributed as of mid-July. Other 'pooled funds' include the Common Humanitarian Funds (CHF) and the Emergency Response Funds (ERF) at country level. Complemented with a stronger consolidated and flash appeal process (CAP) that allows for the identification and prioritisation of humanitarian needs by all stakeholders, these funding mechanisms have been reported as being highly effective in facilitating rapid and needs-based humanitarian response.

135. As Co-Chairs, we are encouraged by the progress which has been and continues to be made in the Humanitarian area. Informed by our extensive consultations with the membership and given the progress which has been achieved on foot of the 2006 Panel's recommendations, our impression of the general view among member States is that the area of humanitarian assistance does not need to be pursued specifically in the context of System-wide Coherence. No doubt, in other contexts, the General Assembly would benefit from ongoing briefings and updates on progress that continues to be made in this regard.

(v) Human Rights

136. At the 2005 World Summit, Heads of State and Government affirmed strongly that peace and security, development and human rights are the three principal pillars of the United Nations System. In line with this recognition, in recent years significant work has been undertaken to strengthen the United Nations Human Rights System, including through the establishment of the Human Rights Council (HRC), even as the Third Committee of the General Assembly and other inter-governmental bodies continue to discharge their important functions.

137. The United Nations human rights architecture is comprehensive, encompassing the UN Charter-based organs and bodies, including the General Assembly, ECOSOC and, to a limited but growing degree, the Security Council as well as the Secretary-General and the Court. Here we must also include the Human Rights Council and the International Human Rights Treaty bodies made up of independent experts mandated to monitor States parties' compliance with their Treaty obligations, as well as the international tribunals and, of course, the Office of the High Commissioner for Human Rights which provides leadership to the United Nations human rights efforts and provides technical assistance and other capacity building to member States and regional bodies in implementing human rights provisions and commitments.

138. The Human Rights Council, which was established in 2006, is mandated by the Assembly to 'undertake a Universal Periodic Review, based on objective and reliable information, of the fulfilment by each member State of its human rights obligations and commitments in a manner which ensures universality of coverage and equal treatment with respect to all States'. This review, which reviews all countries, initially every four years, is intended to assist States in the fulfilment of their human rights obligations and commitments, assessing both the positive developments and the challenges faced. This augments the existing mechanisms of the International Human Rights Treaty Bodies, which examine the States' reports on implementation of the various human rights Treaties which they have ratified. In addition to the Universal Periodic Review of the Human Rights Council and the Treaty Bodies, the Office of the High Commissioner for Human Rights (OHCHR)

provides technical assistance and other capacity-building to member States on mainstreaming and strengthening the promotion and protection of human rights.

139. In the course of our consultations with the Funds, Programmes and Specialised Agencies, we met with the Office of the High Commissioner for Human Rights in Geneva. They informed us of the many and detailed developments which have taken place in recent years in partnership with member States and the UN System to enhance and mainstream the promotion and protection of human rights.

140. As well as assisting the Human Rights Council and the Treaty bodies over the years, the Office has increased its presence at country and regional level in various ways. The number of its country offices has grown to eleven. In these countries and with the agreement of the governments concerned, the Office provides technical assistance, monitoring and reporting, as well as capacity development in addressing human rights issues. The OHCHR has also strengthened its regional offices, which play a crucial role in supporting human rights work in their respective regions and work closely with regional human rights bodies. Finally, the OHCHR has deployed numerous Human Rights Advisers to support UN Country Teams. These advisers assist the UN Resident Coordinator and the UN Country Team to work on strategies to build or strengthen the nation's capacities and institutions in promoting and protecting human rights. Mainstreaming of human rights is already underway in the broad area of development. The preambular part of the 2007 TCPR resolution of the General Assembly is relevant here.

141. These mechanisms continue to strengthen the promotion and protection of all human rights in all categories of member States. It seems clear to us as Co-Chairs that, in order to avoid duplication and overlap and to avoid pursuing issues in channels that are likely to prove fruitless, the broad membership has formed the general view that consideration of this work should continue to be taken up in these various settings and not within the framework of the continued discussions on System-wide Coherence.

VIII. Conclusions/Recommendations

142. As the Co-Chairs for System-wide Coherence in the 62nd Session of the General Assembly we have sought to conduct an open, transparent, balanced and inclusive process of consultations among the entire membership. Our aim has been to present a report that by and large, will sit well with all parts of the Assembly in that all groupings of States should be able to feel that the report addresses seriously many of their principal priorities and concerns. In this way we have sought to facilitate a balanced and fair, compromise outcome to the Assembly's deliberations during the current Session.

143. The following Conclusions/ Recommendations flow from the present report overall, but are perhaps best seen in tandem with the Introductory section. The landmark 2006 High Level Panel Report, while a very important contribution to the work of the General Assembly to increase coherence across the UN System, did not launch that work. The Millennium Summit and the World Summit of 2005 as well as consensus positions of the Assembly, not least the Triennial Comprehensive Policy Reviews (TCPRs), constitute much of the bedrock for building further progress in this area.

144. Since the outset of the current, 62nd Session, the broad membership has signalled that the continuing efforts on System-wide Coherence should focus on four priority areas, viz.

i) UN 'Delivering as One' at country level with the related aspect of Harmonisation of Business Practices
ii) Funding

iii) Governance
iv) Gender Equality and the Empowerment of Women

145. The present report should be taken together with the paper on Gender (in its institutional dimension) which is being provided by the Secretary-General in these days to member States in response to their agreed request of 16 June.

146. As for 'Delivering as One', we have sought to provide the member States with an accurate and up to date picture of the process as it is actually developing on the ground in upwards of thirty developing countries and not simply as it is perceived from afar. We have been helped in this by our on-the-ground consultations with Heads of State and Government, Cabinet Ministers, Parliamentarians, UN Country Teams, Development Partners, etc. in some eight developing countries. We have conferred at length also with UN agency Heads in New York Geneva, Rome, Paris and Vienna. We have taken careful note of the Maputo Declaration issued in May by pilot and other developing countries in which they formally request the Assembly to encourage them in the 'Delivering as One' approach that they have voluntarily embraced in partnership with the UN System.

147. Our conclusion is that the experience of 'Delivering as One' to date (i.e. half way through its second year) at country level is clearly and preponderantly positive, even if a number of challenges remain to be fully addressed in regard to each of the 'Four Ones'. We note that this view is shared by the large and growing number of developing countries which are applying the Delivering as One approach and pro-actively moving towards implementing the consensus TCPR resolution (62/208). They state that important principles are in fact being observed in practice, including National Ownership and Leadership and 'No One Size Fits All'. Through the 'Delivering as One' approach UN Country Team activities are being aligned to an unprecedented degree with the national development strategies and policies of the developing countries concerned. Assistance is being delivered with greater effectiveness, savings are being realised and greater reductions in transaction costs are clearly in prospect.

148. At the same time the picture that emerges at present is interim in nature since the independent evaluation of 'Delivering as One', as foreseen by the 2007 TCPR, will come only towards the end of 2009 and, in any event, concrete development outputs arising from a new way of doing business take longer than eighteen months to emerge definitively.

149. It seems to us clear that the Assembly ought during the 62nd Session to be in a position to give a positive political impetus to 'Delivering as One', thereby giving encouragement to those many developing countries which have voluntarily embraced this approach and to enjoin the United Nations Development System to continue to pursue it. Moving forward, it will be essential to safeguard the principles underlying 'Delivering as One', inter alia, and in particular, that of enhancing national ownership and leadership in the design and implementation of UN Development System support programmes at country level. The international community should by the same token be encouraged to continue to respond positively through additional commitments where the combination of strong national leadership and an empowered UN System Country Team, delivering as one, together generate a better-aligned and more effective UN programme of support.

150. For the most part, the Funds, Programmes and Specialised Agencies of the System, at leadership level, have gradually become increasingly engaged with, and supportive of the 'Delivering as One' approach. The atmosphere in which they collaborate within the Chief Executives Board (CEB) under the chairmanship of the Secretary-General has been transformed for the better as they and their collaborators continue consideration of the implications of the 'four ones' at country level, viz. One Programme, One Budgetary Framework and Fund, One Leader and One Office. At the same time, it is to be recommended that Headquarters levels across the System empower the respective country level agency representatives with much greater latitude, flexibility and encouragement to advance a more coherent and therefore more effective delivery of UN System assistance on the ground in line with the 'Delivering as One' approach.

151. In all of this, the particular situations affecting middle income countries should receive adequate attention.

152. Turning to the issue of Funding in the context of System-wide Coherence, there clearly need to be greater flows of and greater predictability in funding. In general, overall commitments made solemnly and repeatedly need to be implemented more faithfully. Commendation is due to those development partners which have made concrete contributions to advancing the 'Delivering as One' approach at the country level in response to the strategies, priorities, policies and plans of the developing countries concerned. At the same time, support for 'Delivering as One' at country level must not be at the expense of core funding to agencies through their Headquarters. Overall, there needs to be a significantly improved balance between core and non-core funding. Funds, Programmes and Specialised Agencies should be invited, if necessary through changes in statute, rules and/or regulations, to give effect to the consensus view in the General Assembly that savings realised at country level ought to be ploughed back into programmatic development work in the countries where the savings are realised. In this and in other ways, 'Delivering as One' must deliver more.

153. As for inter-governmental Governance at the central level we have detected no palpable appetite in the General Assembly for establishing new inter-governmental bodies including the putative Sustainable Development Board, which was recommended by the High Level Panel. At the same time the emerging new realities from a growing number of developing countries applying the 'Delivering as One' approach at country level will need to be accommodated and addressed more effectively by the existing Boards and not least by ECOSOC. In light of the on-going and emerging nature of the 'Delivering as One' approach, it may be necessary to continue and deepen discussion of these issues during the 63rd Session.

154. If, in that context, the Assembly focuses firstly on the functions that need to be discharged centrally and inter-governmentally towards 'Delivering as One' it will perhaps then be easier to address the question of which institutions, as these continue to adapt, are best placed to discharge the functions in question.

155. We also believe that the UN System and the Bretton Woods Institutions ought to be consistently encouraged to develop, in a pragmatic manner, a far greater degree of cooperation and collaboration in the context described in the present report. Some progress is already being made. This needs to be developed and enlarged.

156. As for Gender Equality and the Empowerment of Women we recommend that the Assembly be invited to address the matter, including in light of the Secretary-General's paper on the institutional dimension in open, in informal plenary consultations at an early opportunity, perhaps in the opening days of September. During the current Session the member States have advanced together, by agreement, in their consideration of the issue of Gender Equality and Women's Empowerment. With assistance from the Secretary-General, they have together identified critical gaps in the way the System assists member States to implement globally agreed mandates and their own internationally-made commitments in the area of Gender Equality and Women's Empowerment. With further open and genuine discussion the Assembly may be in a position before the conclusion of its 62nd Session to signal in general terms, but nevertheless clearly, which institutional option or combination of options, perhaps as adjusted, it wishes to pursue. Detailed working through of such an agreed approach could then be taken up and completed in the 63rd Session. We have the very strong impression that no Government, whether for substantive or 'tactical' reasons would wish to stand in the way of a consensus to advance the issue of Gender Equality and Women's Empowerment through a measured but significant step forward.

157. We believe that in light of the present report and the Secretary-General's options paper on Gender Equality and Women's Empowerment (in its institutional aspect) member States ought to be equipped for decision-making during the present Session. With these substantive elements in hand, member States are also better placed to weigh the format of the Assembly's decision-making.

158. In the first instance, and on the basis of the foregoing Report and these conclusions, member States may, during UNGA62, wish to address, perhaps in a package decision, the four core priority areas which they have highlighted throughout viz.

i) UN 'Delivering as One' at country level with the related aspect of Harmonisation of Business Practices;
ii) Funding;
iii) Governance; and
iv) Gender Equality and the Empowerment of Women

159. The same decision could signal that henceforth, in the context of inter-governmental discussion on System-wide Coherence, the Assembly will focus exclusively on these priority areas and will exclude from this context the issues of Environment/Environmental Governance; Humanitarian Assistance; and Human Rights in line with the considerations set out in the present report.

160. As Co-Chairs we will remain at the disposal of the President of the General Assembly through to the conclusion of the 62nd Session in mid-September, should he desire our input in facilitating, during the closing weeks of the Session, adoption of a decision by the Assembly along these lines.

161. In conclusion we would like to express our appreciation for the kindness and support that has been extended to us in our work as Co-Chairs by the President of the General Assembly H.E. Dr. Srgjan Kerim; by H. E. Deputy Secretary-General, Dr. Ashe Rose Migiro and by all those officials of the United Nations system in New York who greatly assisted our work. We thank the member States which have so actively participated in the broad consultation process. In particular we would like to thank the Governments of the pilots and other countries which are implementing a Coherence approach and where we were received at the highest levels, as representatives of the General Assembly. These developing countries participated in the consultations in New York to share their experiences of 'Delivering as One' at country level. We would also like to thank sincerely the Resident Coordinators and the dedicated and talented members of the United Nations Country Teams in all the countries we visited. As we have stated previously, the UN Country Teams have exhibited great professionalism in designing and now implementing the UN reforms at country level, a task that has placed great demands on these officials – since their respective Headquarters too often expect them at the same time, with little or no acknowledgement of the increased burden on them, to continue to implement in every detail the paradigm that has obtained hitherto. Thus they are called upon to operate two paradigms simultaneously. We believe that the membership will be extremely grateful to them for the commitment they have shown to the United Nations. We would like to thank the Heads of the UN Funds, Programmes and Specialised Agencies who have been so active in this consultation process. Their openness and frankness about the challenges which remain and their commitment to resolving these challenges in a collegial manner, to strengthen the System as a whole for the benefit of the people whom they all serve, is at the core of this process. We also thank the senior management of the Bretton Woods Institutions who received us in Washington D.C. Finally, we thank our own hard-working Irish and Tanzanian collaborators and colleagues as well as all others who have helped and encouraged us over the past six months.

162. It is a great honour for us both and for our countries, Ireland and the United Republic of Tanzania, to have been requested to act as Co-Chairs on this crucially important area of UN reform. For this we are deeply grateful.

Ambassador Augustine Mahiga
Permanent Representative of the
United Republic of Tanzania

Ambassador Paul Kavanagh
Permanent Representative
Ireland

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Programme budget for the biennium 2008-2009

United Nations pension system

Administrative and financial implications arising from the report of the United Nations Joint Staff Pension Board

Report of the Secretary-General

Summary

The report of the United Nations Joint Staff Pension Board to the General Assembly on its fifty-fifth session contains revisions to the overall administrative expenses of the United Nations Joint Staff Pension Fund for the biennium 2008-2009 that have financial implications for the regular budget of the United Nations. In accordance with rule 153 of the rules of procedure of the General Assembly, the present report identifies the financial implications for the regular budget should the Assembly adopt the recommendations submitted to it in the report of the Board.

For reasons outlined in the present report, no adjustment is now being proposed to the current appropriation under section 1, Overall policymaking, direction and coordination, of the programme budget for the biennium 2008-2009, and the actual expenditures will be reported in the context of the second performance report for the biennium 2008-2009.

* A/63/150 and Corr.1.

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I. Introduction

1. The report of the United Nations Joint Staff Pension Board on its fifty-fifth session (A/63/9) contains, inter alia, the revised budget estimates for the biennium 2008-2009 that have an impact on the regular budget share of the cost of the central secretariat of the United Nations Joint Staff Pension Fund.

II. Implications for the United Nations of the report of the United Nations Joint Staff Pension Board

2. The Chief Executive Officer of the Fund/Secretary of the Board presented to the Board the revised budget estimates for the biennium 2008-2009.

3. In reviewing the revised budget estimates for the biennium 2008-2009, the Board noted that no additional resources were requested for posts owing to the offsetting effect of recosting and adjustments relating to the actual and projected vacancies for the biennium.

4. In addition, the Board took note of the downward revision in the overall requirements under rental of premises, which resulted in a reduction of $150,600 in the amount apportioned to the United Nations under the cost-sharing arrangements.

5. Accordingly, the Board recommended that a total of $18,848,000 would be the revised share to be borne by the United Nations under the cost-sharing arrangement.

6. However, it should be noted that since the preparation of the report of the Board, revisions to the post adjustment multiplier for New York and the General Service salary scale effective 1 August 2008 have been implemented that would give rise to additional requirements for the administrative costs of the Fund for the biennium 2008-2009. Accordingly, no revisions are now being proposed to the current share in the amount of $18,998,600 attributable to the United Nations. As a result, the current appropriation under section 1, Overall policymaking, direction and coordination, of the programme budget for the biennium 2008-2009 would be maintained, and the actual expenditures will be reported in the context of the second performance report for the biennium 2008-2009.

III. Action required of the General Assembly

7. **Should the General Assembly approve the proposals and recommendations of the United Nations Joint Staff Pension Board, the Assembly may wish to:**

(a) **Take note of the present report;**

(b) **Request the Secretary-General to report on the actual expenditures in the context of the second performance report for the biennium 2008-2009.**